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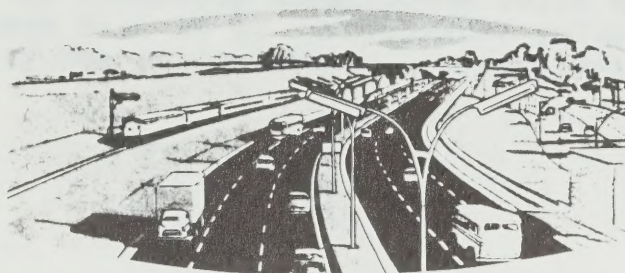
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METROPOLITAN TORONTO AND REGION TRANSPORTATION STUDY

Telephone
365-5411

Box 227
Parliament Buildings
Toronto 2, Ontario.



March 7, 1966.

The Hon. C.S. MacNaughton,
Chairman, Executive Committee
and Minister of Highways.

Dear Sir:

We have pleasure in attaching a transcript of the Public Hearings that were conducted by the Study in November and December 1965.

The Executive Committee at the formation of the Study indicated its desire to hold hearings, and in January 1965, it was decided to conduct hearings in the latter part of the year. To interested parties the following questions were directed to guide participants towards matters which have regional impact.

1. The type and location of transportation needed in the future.
2. The degree to which transportation availability and flexibility affects economic development and land use.
3. The policies of the different levels of Government needed to resolve transportation problems.

Invitations were extended to 152 agencies and an advertisement was displayed in 74 newspapers.

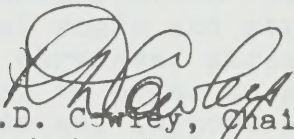
In total 22 briefs were received in the following categories:

Municipalities and Planning Boards	10.
Organizations and Associations	9.
Individuals	3.

/.....

The Study is indebted to those parties that prepared briefs, and the resulting submissions which were of a high quality. These will be of considerable value to the Staff in preparation of the evaluation of transportation needs in the future.

Yours very truly,


R.D. Cowley, Chairman,
Technical Advisory & Coordinating Committee.

encls.

P R E F A C E

The Provincial Government created the Metropolitan Toronto and Region Transportation Study in October 1962 by order-in-council "to Study and report on an overall transportation policy for Metropolitan Toronto and surrounding municipalities".

The Study organization has the task of reviewing the existing and planned major transportation facilities: e.g. freeways, expressways, arterial roads and streets, rapid transit lines, commuter railways, bus services, streetcar lines and major transportation terminals, in order to assess the adequacy to serve transportation demands and support accepted regional growth predictions.

It has at its disposal the services of provincial agencies concerned with transportation and planning, various Metropolitan Toronto Corporation departments and agencies, the Canadian National and Canadian Pacific Railways, and consulting specialist.

All these agencies have lent their talents to the tasks of determining the function of the regional transportation system in a desirable development of the region and its communities and the financial and administrative requirements of a future transportation system. It will then be possible to make recommendations to the Provincial Government on the appropriate organization structures for the development of a regional transportation system.

Together with assistance from the technical experts, the Study has from time to time conducted surveys involving direct contact with the public.

Their latest contact was in the form of a series of public hearings, which has enabled the Study staff and committee's to weigh the opinions of informed professional and lay groups. The hearings together with the studies that have been conducted to date, provide a wealth of opinions and material for the use and guidance of the Study participants.

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METROPOLITAN TORONTO AND REGION TRANSPORTATION STUDY

Proceedings of the hearing held
at the Municipal Offices, Rich-
mond Hill, Ontario, on Thursday,
the 18th day of November, 1965.

P R E S E N T :

THE HONOURABLE IRWIN HASKETT,
Minister of Transport -- Chairman

R.D. COWLEY	--	Chairman of Technical Advisory Committee
A.L.S. NASH	--	Member of Technical Advisory Committee
P.E. WADE	--	Study Director
W.B. GANONG	--	Study Program Liaison Officer
ERYN LLOYD	--	Study Administrative Officer

--- On commencing at 2:00 p.m.

THE CHAIRMAN: Ladies and gentlemen, we will come to order. We will constitute this meeting and proceed with the business for which we are assembled.

It is as a member of the Executive Committee of the Metropolitan Toronto and Region Transportation Study that I shall be occupying the Chair. I am Irwin Haskett, and I have with me Mr. Cowley, Mr. Nash, on the outer right Mr. Wade, on the outer left Mr. Ganong, members of our Metropolitan Toronto and Region Transportation Study.

First, I should like to voice our appreciation to the Municipality of Richmond Hill for its courtesy in placing this accommodation and these facilities at our disposal. Then I would like to say how much we appreciate the people coming forward with briefs today. We of the Study recognize full well the amount of thought and study and work, time and expense that has gone into the preparation of these briefs; and we appreciate, too, the interest that the local people and groups have taken in the problems of transportation. Whatever the views expressed, I want you to know that we are grateful to you for bringing them forward and giving us this opportunity of hearing them and discussing them with you.

This Metropolitan Toronto and Region Transportation Study is unique insofar as its breadth and depth are concerned; I think that perhaps never before at any time in Canada has there been a transportation study made over such a broad area and in such detail. The area covered is something like 3,500 square miles. You might say it is a semi-circle, a little bit more than a semi-circle sector, reaching from Hamilton and Guelph in the west to Barrie on the north and to Oshawa in the east.

This Study was initiated by the Government of Ontario about three years ago. Briefly, I might say it was designed to do two things. One was to make recommendations to the Government on broad general policy on transportation, and also to propose a plan, a co-ordinated, integrated plan of transportation for this area being studied.

In the intervening period of about three years a great deal of work has been done. For instance, we have made an inventory and classification of all the transportation facilities in this area. We have studied, you might say, the area land use and the population and the economic effects of transportation on this region. We have instituted such special studies as the feasibility of a commuter rail service.

Now, in addition to these, in considering the overall movement of persons and goods in this area, we come forward now with a series of hearings to the people to gain from you who live and work

in the area your views on the transportation problems and ways of best meeting them.

We don't propose to make a detailed report on the submissions that are made to us in these hearings, but you can be assured that we will take them with us and the whole Study will give them great consideration; and while there will be no individual reports made on the submissions, they will be considered in relation to their overall relation to the Study and, in measure, to be incorporated into the Report we will be making to the Government in the early part of 1967.

I hope that our hearings can be informal and yet have order. I think we would like to propose that the briefs be read into the record and we on the hearing Board here today will withhold any questions that may come forward, and when we have finished the question period after each brief, I desire that a copy of the brief be deposited with our Secretary, if you have not already done so.

We have three briefs in number, and I think we will take them in the order they came to us. Firstly, the Municipality of Richmond Hill; Second, a submission by G.R. Richardson, brought forward personally but probably representing a group from Newmarket; and, thirdly, one from Mr. Addison, M.P.

Before we begin with the first brief, I would like to introduce Mr. Addison, the Member for York North.

Mr. Addison, would you rise and be recognized. And Major Lex MacKenzie, the M.P.P. for York North.

Now, if we may proceed, we will call for the first brief from the Municipality of Richmond Hill, to be presented by Mrs. Hancey.

SUBMISSION OF

TOWN OF RICHMOND HILL

Appearance: Mrs. Lois Hancey
Councillor

MRS. HANCEY: Mr. Chairman, gentlemen, first the Municipality of Richmond Hill would like to thank the Study group for the opportunity of presenting our views to you on transportation problems. I would also like to express on behalf of Councillor Handbury, the Chairman of the Transportation Committee, his regrets for not being here today; business called him out of town and he asked me to present the brief to you.

At the close I will answer any questions that I can, I will be quite happy to. There may be some that I am unable to

answer, that Mr. Handbury had previous research on.

This brief is compiled for respectful submission to the Metropolitan Toronto Transportation Study by the Transportation Committee of the Town Council of Richmond Hill. The members of the Committee are:

Councillor Eric Handbury (Chairman)
Councillor Lois Hancey
Reeve Donald Plaxton

Emanating from Richmond Hill, the brief is concerned for the most part with conditions and problems as they apply to the small population resident in this area. However, we suggest that many of the proposals contained in this brief have, as their common beginning, problems that exist over a much wider area than is included in this brief.

A concern for modern, well-planned transportation facilities is apparent throughout all the suburban areas of Metro Toronto, particularly in the northern fringes which at this date are comparatively poorly served with first-class transportation systems, and yet which are planned to serve as dormitory areas for the more industrialized parts of Metro Toronto, with an anticipated increase in population of in excess of 161% in the next fifteen years.

We have no facts to support our Committee on this assumption, but we respectfully submit that if a survey was made including all the fringe blocks of the Metropolitan Toronto planning area, indicating the miles per day travelled by the working population, it may be found that the north fringe has a priority need for extended transport facilities. We would also suggest that priorities for improved facilities might be based on this criterion of miles per day travelled rather than the less important qualifications of increased population. We submit that miles travelled per day has a great bearing on the convenience of transport provided. A commuter travelling, say only four miles per day, will be less concerned about his lot packed like a sardine in a subway vehicle than will the man who stands every day on the bus travelling the nineteen to twenty miles, taking forty to fifty minutes, from Toronto to Richmond Hill.

Large population increases demand decentralization of industry away from the inner ring and suburban areas of Toronto, which will do much to reduce the number of miles travelled and reduce the importance of rapid transit systems in those areas. We respectfully suggest that according to the Metro Toronto Official Plan, the north fringe of the Metro Toronto Planning Area is not intended to share in any industrial relocation or zoning that might be planned compared to, shall we say, the east and west fringes. The problem, then, in Richmond Hill and surrounding areas is acute, demanding the greatest priority of action. The journey to the work centres of Toronto remains and is planned to remain the same yet the population density, again planned,

increases rapidly. Involved with this increase in density, the Transportation Committee is also concerned with the need to provide a convenient transport system to Metro Toronto that will allow the young students of Richmond Hill to attend advanced education in Toronto and still remain resident in this community.

We shall recommend the urgent need for a fast, convenient and comfortable rapid transit between the north fringe of Toronto and Toronto as a completely necessary adjunct to the planned growth, future and usefulness of our community.

Richmond Hill is a small town centre, situated approximately nineteen to twenty miles from the centre of Toronto. The town is an interesting one, a mixture of the old and the new, consisting of the central areas which formed the first village of Richmond Hill with well-cared-for homes, some in position long before the Confederation of Canada, ringed by modern subdivisions covering wide areas, particularly to the east. Yonge Street, or Highway 11, passes through the centre of town and forms the main thoroughfare for the ribbon development of commercial businesses. At the moment the town, hampered by an unbalanced ratio of residential to industry, is restricted in the amount of residential development it can economically encourage. However, with the regional development of the Metropolitan Toronto Official Plan, along with the implementation of a more equitable assessment in the planning areas, vast areas of land can be made available surrounding Richmond Hill, highly suitable for first-class residential development.

The growth of the town in the last few years has been spectacular, with a percentage increase between 1951 and 1961 of 660. Since 1961 the accelerated growth has slackened, yet the town still has the second highest rate of population increase in York County. Even then, the reduction in population growth has been a result of planning rather than any levelling off of development, due for the most part to a reluctance to permit the extension of housing development without a concurrent increase in nonresidential assessment.

The population of Richmond Hill at the last census was 19,300.

The population of York County at the last census was 126,000.

RESIDENT OCCUPATIONS

Resident occupations for the Town of Richmond Hill are shown on Table 1 and indicate that the greatest majority of the population is dormitory to Metro Toronto with a large percentage of the residents travelling long distances to work.

TABLE I

Managerial, Professional and Technical	27%
Clerical & Sales	29%
Service, Transport & Communications	14%
Production Workers and Labourers	28%
Farmers	<u>2%</u>
TOTAL	100%

NECESSITY FOR A BALANCED TRANSPORTATION SYSTEM

This brief is not based on any disagreement with the Metro Toronto Transportation Plan, which recommends a balanced transportation system with equal opportunities for improved facilities for commuters using both private and public transport. Neither, we hope, is it a product of wishful thinking with "all or nothing" solutions. In fact, our previous recommendation of a need for urgent action is given primarily because we believe that a system of balanced transportation does not exist in Richmond Hill. Almost exclusively, the transportation of the thousands of workers travelling daily to Toronto from the north fringe is carried out by road transport, either private automobile or bus, and daily the situation for both users becomes increasingly less convenient. We shall seriously recommend to the Committee of Transportation study that there is an urgent need, consistent with proposed development, for a more balanced system of transportation from the north fringe to Toronto, and we shall suggest that the existing rail facilities provide a convenient and inexpensive way of making this possible.

A commuter Service based on the present rail facilities, supported by an extension of the rapid transit system to Sheppard and later Steeles plus the surfacing of Bathurst to Richmond Hill would, we suggest, within the existing economy provide solutions to the transportation problem of the northern communities for many years to come, prior to the development of future sophisticated systems that must inevitably find a place in the megalopolis that Toronto will eventually become.

As a guide for the Transportation Committee of the Town of Richmond Hill, the Southwest Homeowners Association, to whom we are deeply indebted for their assistance in compiling this brief, sent out a survey questionnaire to approximately 1,500 residents. As a result of the questionnaire we are listing the following information which we believe does much to support our recommendation for a more balanced system of transportation than at present exists. We must stress that the conclusions are based entirely on the questionnaire distributed to 1,500 residents in the west area of Richmond Hill alone, which may affect

the percentages, particularly in conclusions made regarding the use of Bayview Avenue. However, we believe that the size of the sample return and the conclusions based on conditions that would be the same throughout the town merit your committee's attention.

1. To the question "Where are you employed?"

TABLE II

<u>Richmond Hill</u>	<u>Metro</u>	<u>Other Areas</u>
	<u>68%</u>	
<u>19%</u>		<u>13%</u>

2. To the question "If you work in Toronto, what is your principal means of transportation?"

TABLE III

<u>Car</u>	<u>Subway</u>	<u>T.T.C.</u>
<u>75%</u>		
	<u>12%</u>	<u>13%</u>

3. To the question "If you drive to work at present, would you change to taking the bus if there were a non-stop express service on Yonge Street between Richmond Hill and the subway during rush-hours?"

TABLE IV

<u>Yes</u>	<u>No</u>	<u>Indefinite</u>
<u>46%</u>		
	<u>41%</u>	
		<u>13%</u>

4. To the question "What north-south route do you use most frequently when you leave or enter Richmond Hill?"

TABLE V

<u>Yonge</u>	<u>Bathurst</u>	<u>Bayview</u>	<u>400</u>
<u>75%</u>			
	<u>16%</u>		
		<u>11%</u>	
			<u>1%</u>

5. To the question "If you use Yonge Street will you continue to do so when Bathurst Street is paved to Vaughan Road?"

TABLE VI

<u>Yes</u>	<u>No</u>	<u>Indefinite</u>
<u>50%</u>	<u>41%</u>	<u>9%</u>

6. To the question "What streets in Richmond Hill do you use most commonly to get to your north-south route?"

TABLE VII

Trayborn	10.3%
Levendale	10.7%
Hunt	---
Benson	4.2%
Mill-Wright	22.1%
Richmond	27.4%
Centre	14.7%
Arnold	7.4%
Vaughan	<u>3.2%</u>
	100.0%

7. To the question "If there were a commuter rail service between Richmond Hill and Toronto during rush hours, would you use it regularly?"

TABLE VIII

<u>Yes</u>	<u>No</u>
<u>43%</u>	<u>57%</u>

8. To the question "If the subway is extended to Sheppard Avenue, which of the following would you expect to do most frequently?"

TABLE IX

a)	Travel by car to your destination	53%
b)	Park at Sheppard & take the subway	23%
c)	Take the bus & subway to your destination	19%
d)	Other	5%

9. To the question "If the subway is extended to Steeles Avenue, which of the following would you expect to do most frequently?"

TABLE X

a)	Travel by car to your destination	40 %
b)	Park at Steeles and take the subway	34 %
c)	Take the bus and subway to your destination	21.5%
d)	Other	4.5%

The conclusions that we can draw from the questionnaire seem to point positively to the fact that the transportation system between Richmond Hill and Toronto is far from a balanced one, even though 68% of the resident working population daily commutes to Metro.

As would be expected, the principal means of transportation is by private car, used by 75% of the Metro workers in this area, 72% of them using Yonge Street as their main north-south route. A large percentage of the car users require their vehicles for business purposes, which means that no matter what service is provided, at least 29% of the commuters will still travel by automobile. Among the remainder, however, the shift away from the use of private automobiles is considerable when public transport in varying degrees of convenience is made available. Certainly, however, the greatest move to a balanced service occurs when commuters are offered the possibility of rail service between Richmond Hill and Metro, when 43% would use rail and 57% would use the other available services.

Again, as expected, there is an appreciable shift away from automobile transport as the subway is extended northwards, although it may be noticed that the use of the bus transport between Richmond Hill and the subway increases only fractionally, meaning that automobile traffic will remain fairly constant north of the subway terminus.

Naturally, the most complete answer to the transportation problems in the north fringe would be the extension of a rapid transit system as far north as Newmarket. Taking into account the economics of such a service, however, we realize we shall have to be satisfied with a slow but gradual development with extension to Steeles Avenue not too far away in the future. In the meantime, however, the problem is serious, requiring immediate action. In the north fringe, growth development is occurring before the necessary service facilities are being provided. In transportation, Highway 11 is carrying a greater traffic load than it is planned for or will ever be capable of carrying, within the present municipal planning, along its length from Metro to Richmond Hill.

The answer is not in the provision or development of more north-south highways unless the Department of Highways has money to burn which at present, as far as Richmond Hill is concerned, has not been apparent. More could be done to relieve the bottlenecks that occur, perhaps by extending Bathurst and by expediting the slow surfacing and widening of Bayview. Even so, such measures would provide little more than a short-lived relief in the growing problems of transportation in northern communities. In the end, they may, by virtue of making private car transport a little easier, increase the problem by making

more commuters turn to private cars, creating a more seriously unbalanced situation than exists at the moment.

RECOMMENDATIONS

We realize in making these recommendations that almost anything we could suggest, from steam to helicopters, has been considered; nothing is new in the fields of transportation and we are aware of the fact. Nevertheless, consideration alone does not create facilities, and the purpose behind our recommendations is to try to outline a plan that might reasonably fall within present economic limits rather than to invent a hitherto disregarded solution.

In fact, the Transportation Committee of the Town Council of Richmond Hill is concerned that so many considerations are being examined with a promise of ending the problems of the northern communities in the future that little is being done to provide a solution for the present.

RAIL COMMUTER SERVICE

A rail commuter service between Toronto and the northern communities has many times been requested, and for some time has been an active project of Mr. John Addison, M.P., for the riding of York North. We believe that it provides an immediate and economic solution to the unbalanced transport system of the north fringe. The route shown in Figure 17 (Transit Oriented Systems) of the Metro Toronto Transportation Plan takes advantage of the existing C.N.R. Rail connection between Richmond Hill and Union Station, following to the south the path of the Little Don River and passing through the planned industrial areas north and south of Don Mills, Leaside and east of Yonge on the Lakeshore. A considerable number of people in Richmond Hill and other north communities work in those areas. A great deal more, however, work in the inner ring of Metro and would make use of the subway system to transport them to other areas on arrival at Union Station. There is some disadvantage to such a route for commuters working in the northern areas of Metro or to the west of Yonge Street. We suggest that this might be overcome by making use of the C.P.R. Line which branches from C.N. north of Don Mills and proceeds across the north of Metro close to Dupont Street into the heavily industrialized areas east of Etobicoke. We believe that this existing rail system provides a feasible solution to the urgent problems that exist, and are admitted by the Metro Toronto Planning Board. A commuter system of the extent envisaged should provide no insurmountable problems of rail schedules, as it is anticipated that this service would be made available only during the peak hours in the morning and evening. To allow adequate parking for commuters' cars in Richmond Hill it may be necessary to locate a new station, possibly north of the Elgin Mills Road, in preference to the existing facilities situated in a fully utilized area.

RAPID TRANSIT (SUBWAY)

We are told that an extension of the subway to Steeles will inevitably lead to uncontrollable land development pressures in the fringes to the north of Metro, not anticipated by the proposed official plan, which imposes growth limitations consistent with the ability to provide sewer and water services. We believe, however, that it is necessary that growth should occur to the north of Metro, particularly in view of the impracticable ribbon development that has developed along the Lakefront, east and west of Toronto.

Most municipalities in the north fringes have been imposing restrictions on land development long before the suggestion was included in the Metro Official Plan. Even so, most communities are aware that development must occur and are planning for improved sewer and water services in the near future. The attention of the Plan to the necessity of sewer and water services before land development is commendable, but it seems a little unrealistic to ask for a prerequisite of one service to make development easier but to restrict another to make it difficult. We suggest that before development expands to uncontrollable limits, as many as possible of the required services should be installed so that the same conditions that demand temporary expedients today should not happen again twenty years later. We recommend that as soon as possible the subway system should be extended to Sheppard Avenue, which we have shown as a result of our survey will materially reduce the use of automotive transport from the northern communities and lighten the traffic load on highways to the south of Sheppard.

Immediately on acceptance of an extension to Sheppard we respectfully suggest that planning should commence for an extension to Steeles so that with a view to planning the most convenient and wise development, transport should become a complementary part rather than used as a restrictive device to prevent development, an adjunct to growth and not a by-product.

PARKING SPACE

If a commuters' train service is instigated between Richmond Hill and Toronto, we have examined the possibility of providing cross-town commuter buses to the train, but feel certain that even with this facility, considerable areas of parking space will have to be made available close to the station. The same applies should the subway system be extended to Sheppard and Steeles. To make the service at all usable to the many thousands of commuters north of Sheppard, large areas of parking will have to be made available close to the station.

ROAD TRANSPORT

The extensions of the Don Valley Parkway and the Spadina Expressway will do a great deal to lighten the traffic load

on Highway 11. Of more immediate importance to Richmond Hill, however, is the extension of Bathurst Street to Vaughan Road and the widening of Bayview Avenue. As will be seen in the survey on page 7 (Table IV), the provision of a non-stop express service between Richmond Hill and Eglinton subway terminus would reduce the numbers using private transport and such a possibility should be examined.

Such measures, however, do little more than make better and more regulated use of facilities that already exist, and cannot be accepted as solutions to the major problems of transportation in the north fringe area.

LOCAL STUDIES

In communities such as Richmond Hill where residents find it necessary to make use of public and private transport to a large degree, there is a great interest in transportation facilities. With reference only to the communities in the northern areas as far north as Barrie, we would earnestly recommend that a committee be formed representing the interests of towns and townships that, acting as an arm of the Metro Toronto Transportation Study, might give a greater insight into local problems that could affect overall planning, particularly in view of the fact that an effective and balanced transportation system must to a large degree be dependent on cooperation in both town and regional planning.

MONO-RAIL TRANSPORT

We have included with this brief copies of photographs of mono-rail systems, not because they show unique application, as the principles are well known, but because they illustrate without detailed explanation a conservation of land use that appears to our committee to be very important when extensions are made to rapid transit systems, particularly north of Sheppard Avenue.

We understand that alternative alignments have been considered in the Yonge Street extension to Sheppard at a resulting cost of \$57 million to \$68 million with a final recommendation of cut and cover construction on a west of Yonge alignment. We understand, too, that the recommendation was based on economic considerations rather than preference and that a tunnel under Yonge at Hogg's Hollow would have been more acceptable, particularly because of the major disruption of existing land use that must occur if the alignment is to the west of Yonge Street.

We respectfully suggest that consideration be given to the possibility that from Eglinton Avenue onwards the rapid transit system should be a mono-rail construction, travelling underground as is already planned from Eglinton to Glen Echo but travelling above ground directly down the centre of Yonge further north. We suggest that the costs involved, including road widening if necessary in Hogg's Hollow and the bridging of Highway 401 might be less than that involved

in building a bridge of superlatively-designed construction from the Wilson Avenue connection to the 401 Highway. From 401 on to Steeles the median strip would provide sufficient footing for a mono-rail system without need for street widening, or what would appear to this committee to be heavier costs of underground excavation. With the future extension of the system beyond Steeles, planning could provide for road widening of Highway 11 that would accommodate a central mono-rail system to points far north of Toronto.

The Transportation Committee of the Town Council of Richmond Hill would like to thank the members of the Metropolitan Toronto Transportation Study for the opportunity of presenting this brief. We hope it indicates our great interest in the future planning of a first-rate transportation system and our willingness to be of assistance to the Transportation Study at any time.

THE CHAIRMAN: Thank you very much, Mrs. Hancey; very nicely presented.

I have no questions to put to Mrs. Hancey. I wonder if members of our Study would like to ask a question?

MR. NASH: I am wondering whether the Town of Richmond Hill is concerned at all with the fact that this brief would accentuate the fact that it is a dormitory town, with some of the problems of taxation that go with that?

MRS. HANCEY: Yes, sir, we do accept the fact that we are a dormitory town, although we try at all times to obtain industry to give us some relief to the residential taxpayer. But this fact is accepted, and we feel we are going to need assistance in providing transportation for our people to the Metropolitan area, to work.

MR. NASH: Thank you.

MR. COWLEY: Mrs. Hancey, on the first page of the brief you refer to higher density planned for the area. Is this within the Town's planning concept or is it something that has been introduced through the Metropolitan Toronto Plan?

MRS. HANCEY: Is that on page 4, sir?

MR. COWLEY: No, it is on page 1.

MRS. HANCEY: The figure is from their Plan, what they expect will happen in the area in the next 20 years.

MR. WADE: Mrs. Hancey, if the commuter railway service was extended to this area, it is conceivable that it would

attract more development of various kinds to the area:

MRS. HANCEY: Yes.

MR. WADE: And here you are somewhat concerned about the problem of balancing the provision of services to this area in the event of future development.

MRS. HANCEY: Yes.

MR. WADE: Do you feel that if the commuter rail service was extended to this area there should be a program at the same time of extending water and sewer services to the area and these two things should be linked?

MRS. HANCEY: The Transportation Committee, which I can speak for, feel that at the present time there is more need for better transportation to the south. We would not like to see any future development until the present problems are solved.

MR. WADE: Problems of transportation?

MRS. HANCEY: Problems of transportation. We feel that if problems of transportation were solved and it was economically feasible for the Town to carry on their expansion residentially, it would be right, we could extend the water and sewer services at that time.

MR. COWLEY: Would the Council undertake a restriction on building apartments? I presume that is what is involved. These two things go hand in glove.

MRS. HANCEY: Yes, that is true. If there is any increase, large residential increase outside our present borders at the present time, we do have to be concerned about our sanitary sewers. We would not have facilities at the present time to accommodate any large residential growth; that is a problem that would have to be solved. It is a problem we haven't got right now. The transportation problem we have.

MR. COWLEY: Within the present boundaries of the Town and the community within the Town, is it completely developed now, or is there more land still available?

MRS. HANCEY: No, it is not. We feel that anything reasonable within the present town limits can be handled, although I would like to point out that this year we are in the process of bringing forth our official plan and we have discouraged some growth this year until our official plan is passed.

MR. WADE: In the event of any extensive growth here, it is probable that you will have to make some arrangements with an

outside authority to give these services?

MRS. HANCEY: Yes. For the water and sewer we do not feel that this is a problem at the present time, but we do feel that the transportation problem is something we do need assistance with.

MR. COWLEY: As to the density of development, the numbers of people per acre, if I could use that term -- we don't know what your official plan is or what your thinking is in that regard necessarily -- is it anticipated that the density, that is the number of people per acre, will increase?

MRS. HANCEY: Within the present boundaries?

MR. COWLEY: Yes, within your present municipal boundaries.

MRS. HANCEY: We have had hearings for apartment development. We do feel that the density within our present limits could conceivably be much greater in the near future.

MR. GANONG: Mrs. Hancey, is there any indication from your survey results as to where the bulk of people commuting into Toronto actually work in the Metropolitan area?

MRS. HANCEY: Unfortunately, no, that didn't show up. There wasn't a pointed enough question asked as to locality to determine that, although some of the answers when the queries were brought back said that the commuter would not be any use to them, that if they were on Yonge Street they could take any of the arterial services, streetcar services, in the City, that the rail service was too far out for them. But those were just comments; we couldn't base any facts on them.

MR. COWLEY: Your survey was a sample of 1,500 people. Could you tell me how many replies you got to your 1,500 questionnaires?

MRS. HANCEY: No, I am afraid I couldn't. The questioning was done by the Southwest Homeowners' Association, and they distributed the questionnaires and picked them up and gave them to the Chairman of our Transportation Committee.

MR. WADE: It is a very worthwhile survey. I had a question, Mr. Chairman. In the hypothetical event that a commuter rail service was extended up to these parts, do you feel that the municipality should participate in this provision, that is the provision of parking lots?

MRS. HANCEY: That is a loaded question. I will put it this way, Mr. Wade. I feel sure that the municipality would participate in any way that was possible at the time.

MR. NASH: What is the source of water for the town now? Is it local wells?

MRS.HANCEY: Yes, Mr. Nash, we are on wells.

MR. NASH: Is it your view that they are of adequate capacity in this area?

MRS.HANCEY: Yes, we have had no difficulty whatsoever. We have tried to keep ahead of the demand. At the present time we are looking for another.

MR. NASH: No apparent problem?

MRS.HANCEY: No, sir.

MR. NASH: In regard to drainage, where does the drainage go, east, north, south?

MRS.HANCEY: There are two drainage areas. The Deputy Reeve, Chairman of Works, could give it in detail. There is one shelf goes down to the east and there is another shelf.

MR. PERKINS (Deputy Reeve): Don and Rouge.

MR. NASH: The major part goes to the Don?

MRS.HANCEY: Yes.

MR. NASH: It all goes into the Lake eventually?

MRS.HANCEY: Yes.

MR. NASH: What is the present population of Richmond Hill now, Mrs. Hancey?

MRS.HANCEY: 19,300.

MR. COWLEY: On page 18, Mrs. Hancey, the second paragraph, the statement has been made:

"... particularly in view of the impracticable ribbon development that has developed along the Lakefront, east and west of Toronto."

In the feeling of the Transportation Committee, what is impracticable about that form of development? What prompted that?

MRS.HANCEY: We feel that ribbon development is impracticable, sir, that it is better to develop by area rather than by strip, by convenience.

MR. COWLEY: Without meaning to embarrass, I am trying to get your thinking on it, because it is an interesting point. This is different, then, shall we say, the development along Yonge Street, this ribbon-type development?

MRS. HANCEY: Yonge Street is also, that is right.

MR. NASH: Do you envision Richmond Hill as a sort of individual centre with an open area between it and Toronto, by the nature of encouraging development, so that this would be a compact centre and open space between it and the next one to the south?

MRS. HANCEY: That is a difficult one to answer, Mr. Nash, because each feel differently about their individual municipalities. To my way of thinking, it would be very nice having a little community surrounded by a greenbelt or open area, but in the future -- I don't know whether it would be 50 years from now or not -- I think we would all be part of the south. I think that is more realistic.

MR. NASH: But is it your feeling that it would be more desirable to remain an individual community?

MRS. HANCEY: Yes, I think it is more desirable for the residents of the area. For the type of area that this is, raising families, recreation-wise, it is more desirable to have a smaller unit.

MR. NASH: Would it be your feeling that if it could be accomplished, because it would put all the things the local people want in a compact area, reduce the number of trips you are talking about, these people that go to Toronto and that alone, would there be any change?

MRS. HANCEY: I don't think there would be any change, Mr. Nash, in my opinion, because the wage-earner, the bread-winner, still must have a place of employment, which I think will be, in the great majority, to the south.

MR. NASH: We are talking about that element of the population that works in Toronto.

MRS. HANCEY: Yes. I think they would still work in Toronto, regardless of how the development took place.

MR. NASH: Thank you.

MR. GANONG: Just one more question. What is the present balance between residential and other assessment in Richmond Hill?

MRS. HANCEY: It is approximately 75% residential -- our Deputy Reeve can correct me if I am wrong -- I believe it is 75% residential, about 15% or 17% commercial and 12%, 13% industrial.

MR. PERKINS (Deputy Reeve): Roughly, I think it is about 20 to 80, that is commercial and industrial to residential.

THE CHAIRMAN: Thank you very much, Mrs. Hancey. It has been a very well presented brief. We have gained a lot of information.

MRS. HANCEY: Thank you very much.

THE CHAIRMAN: I should call now for the second brief by Mr. G.R. Richardson. Mr. Richardson is the Deputy Reeve of Newmarket, and he makes clear that he comes forward for himself and not representing a group.

Mr. Richardson?

SUBMISSION OF

MR. GEORGE R. RICHARDSON

NEWMARKET, ONTARIO

Appearance: Mr. G.R. Richardson

MR. RICHARDSON: Mr. Chairman, members of the Technical Advisory Committee, members of the Study staff, ladies and gentlemen of the Press, before presenting this brief today, I felt possibly I would present it as an individual. Possibly I should give a little background to it.

I have always been interested in municipal work and also on the county level, as well as serving as a county councillor. I have always tried in my lifetime to look to the future for the residents in my area.

In 1963, working along with Mr. John Addison, our M.P., I got very interested in a commuter system, which we talked about a good many times, and as I looked into this program I felt it was not a job for our M.P. or M.P.P., I thought it was a job for the ratepayers and the community to get behind. So at a convention in Toronto I happened to be sitting beside a young man by the name of Bob Silcox, and before our dinner was over I found Bob was as interested in commuter service as I was. So therefore we got together and we had a good many meetings and a good many talks, and we finally came up with the idea of having a public meeting in the Newmarket Town Hall. It was not as well attended as we would have liked; it was not a very good day. But the people asked us if we would carry on as a committee to see what could be done for this area. This we did. For this we would like to thank our press in the area for giving us a little news brief. I would like to say at this time that from these news briefs in their

papers I have had so many letters and phone calls from Stouffville, King City and King Township areas and north as far as Keswick and Sutton, and especially my own municipality, the Town of Newmarket, and I don't think my wife answered so many phone calls in her life, and it almost meant taking the phone out. But we appreciated the interest people gave us in this area, and with that it stimulated Bob and I to carry on to see what we could do.

In presenting this brief, I would like to say that I forwarded one to Mr. Lex MacKenzie, who showed a great deal of interest and I would like to thank him, too, and our members of the press, and also Mr. Addison; we gave him our brief to read, and he was deeply interested as you know, because he is presenting one here today.

We appreciate very much having the opportunity of presenting our brief. I call it "our" brief. It is under my name, but Bob helped to draft this brief and Bob is very interested in this, and when I get through presenting the brief I would appreciate having Bob come up and take part in the discussion.

TOPIC: RAILWAY COMMUTER SERVICE FOR
THE NORTHERN AREA OF METRO-
POLITAN TORONTO

In response to your request for submissions and briefs, a committee appointed by a group of citizens at a public meeting has drafted some information and opinions which we should like to place before the Metropolitan Toronto & Region Transportation Study for public hearing.

(a) The type and location of transportation needed in the future.

We feel that the transportation policies of the provincial government have been and are far-sighted and progressive especially as regards the rail commuter program which was recently announced. This approach to handling mass transportation is one which only an enlightened and energetic government would undertake.

Since the greater Toronto area is blessed with an excellent rail system and since the Union Station area will be freed of over-congestion due to the recent construction of the freight classification yards at Agincourt and Concord, the type of transportation best suited to handling the mass movement of people is by rail.

The location of rail commuter service is of course dictated not only where existing rail rights-of-way are located but also where the population lies now and potentially in the future. The great bulk of this population presently lies along the lakeshore but there is also a growing population area which lies to the north of the City of Toronto and it is this area which deserves at least token consideration.

Through the introduction of railroad commuter service much congestion is relieved on highways during peak rush hours. This in turn means that the principal highways presently serving Metro Toronto will continue to be adequate for an extended period of time. Since these highways become adequate for extended periods, this means that highway expenditures could be more easily controlled and that less land would be removed from taxable assessment to build new highways to Metro. With less congestion, highway safety would be somewhat improved - especially during the winter months.

By using the rail lines running through Metro, these would begin to serve the City as convenient carriers of people and not just freight.

We earnestly request consideration be given to assigning sufficient funds, equipment and facilities to permit the running of at least two (2) trains a day each way between Toronto and Newmarket. The trackage is already available, including the necessary stations. Approval of a sum of \$7,500,000 plus a \$3,500,000 a year subsidy has already been secured to run 48 cars and 10 locomotives between Burlington and Dunbarton stated to represent 80% of the final total necessary investment required. Since this is explained as being merely an experimental expenditure, we feel that not more than 50% of the needful funds are essential at this time, which should leave enough remaining from present approved funds to care for our request for simultaneous runs in the north-south area between Toronto and Newmarket. This would, in addition, avoid the existing state of discrimination, as this territory is just as much or probably more in need of commuter service relief by reason of excessive congestion in available highway routes.

We respectfully request your earnest consideration and affirmative action with regard to our plea for relief and equal treatment in the North-south area comparable to that accorded to East-west sector.

(b) The degree to which transportation availability and flexibility affects economic development and land use.

It is our contention that the highest competition for land is by industrial and commercial enterprises which locate in areas convenient to labour and to transportation for raw materials and products.

In our particular region a great many people work in Toronto which is 15-30 miles away and which has greater job opportunities than our area can provide.

By providing more efficient transportation from this area to Toronto, we feel that a greater use could be made of land here for residential development. This would enable people to live in a rural or suburban atmosphere and yet make it possible for people who are bound by education, training or interest to pursue their vocation.

The most intensive use of land, clusters industries around available transportation so that the more alternatives there are to transportation the more freedom of movement there is in the labour market.

The result therefore is that the greater variety and flexibility of transportation avenues, the greater can be the development of the land's potential.

(c) The policies of the different levels of government needed to resolve transportation problems.

We feel that the Provincial Government along with the municipalities in the area supplied by this type of transportation should work together to set up the best possible arrangement. This would ensure that a trial run could operate under the best conditions possible, so as to provide the best service available to the people in the North-south fringe.

We feel appointments of an elected council member of each municipality affected by such a commuter service to a special committee set up by the Minister of Highways to work with the Region Transportation Study Committee to set policy and provide for the proper facilities in all forms acceptable to the persons using this type of transportation.

We feel a committee of this type is aware of the high cost of highway construction and maintenance and should serve well in recommending a fiscal policy for transportation services to provide the best means of sharing costs and distributing public and transportation agencies in the region.

All of which is respectfully submitted.

George R. Richardson.

THE CHAIRMAN: Thank you, Mr. Richardson. Your brief makes a point of a commuter service running right into Toronto. The east-west trial system will also be delivering into Toronto. You are considering one running north and south and delivering into Union Station, I take it?

MR. RICHARDSON: Yes.

THE CHAIRMAN: Have you given any consideration to the problem raised by the Richmond Hill brief that the dispersal of workers into the Metropolitan area would be such as to negate a great deal of the desire you would expect to get people to use the commuter service to run into Toronto?

MR. RICHARDSON: Yes; except -- and Bob can elaborate on it -- we talked of the two lines, the best area it covered. In those

phone calls and letters it took in two rail lines. We thought it best as a trial run, because at Maple, King City area, Aurora, Newmarket, we thought there could be connecting bus lines from King City, Maple to Newmarket and Toronto, and also bus routes from Keswick, Newmarket. We thought that the better area, shown by the people who responded to the reports in the papers, would be the large area of these two different rail lines, and we thought it would be expensive to try it on a rail line which may be in another municipality.

THE CHAIRMAN: Admittedly your people would be moving from further north than Richmond Hill, and probably the first desire would be to get into Toronto, and the dispersal would be probably a secondary consideration?

MR. RICHARDSON: Yes. You have your different rail routes in the City, your bus and streetcar systems, that it could be worked in. We contacted a lot of people in these different areas and we thought this might be the best trial run. This is entirely up to the Study; there would have to be extensive study on it to try to get the right answers.

Would you say something, Bob?

MR. SILCOX: Yes. I think one of the other points is that if there was a commuter rail service provided from either Richmond Hill or one of the communities further north, Maple, King City, Aurora, that area, this would also free up the highways to some extent for the dispersal of labour. I know most of the labour would probably be centred in the downtown areas of Toronto, but perhaps there would be some using the Downsview area; there are quite a number living in this sector work in the Downsview area, and there are also the University people that Mrs. Hancey mentioned. There are many young people in our area depend on the universities in Toronto, and it is very difficult for these people to reside at home and go to university. The Aurora, Newmarket, King City line goes within half a mile of York University and also would terminate at Union Station, and many of the parents in our area are concerned that young people have to take apartments in the City and are therefore not living at home; the economics often times are pretty hard on the parents. This was another area as well, not only removal of some highway congestion for workers to disperse to the other areas, but also the younger people.

MR. COWLEY: How do these youngsters go the school now?

MR. SILCOX: A great many of them by car or by bus, car pool, and a great many of them are renting apartments, three or four renting an apartment jointly, since there are not adequate accommodations provided by university dormitories. I know in chatting to these young people that if they were in a car pool they are not able to read their papers. If they get on a train for three-quarters of an hour there is quite a bit of study could be done.

MR. COWLEY: What is the present rail fare from Newmarket?

MR. SILCOX: I don't know the present rail fare, but I know the bus fare is \$1.55 for a round-trip ticket. For five round-trips it is \$7.25. Again, I don't know what the student fare is. They don't have a monthly ticket for weekday use.

THE CHAIRMAN: Do you know that, Mr. Richardson, the student rail fare?

MR. RICHARDSON: No.

MR. SILCOX: I know it is virtually impossible to go to Toronto from Newmarket or Aurora at the present time by rail. I know there is a train in the morning leaves Aurora, but it doesn't stop at night at Aurora. It leaves about ten o'clock in the morning and arrives back about 10:30 at night.

MR. COWLEY: I was going to ask you what you thought the fare cost would be. Presumably the reason for experiment is to see that people will do what they say they will do. They haven't got the choice now.

MR. SILCOX: In costing this out, if one were to sell a monthly ticket good for weekdays only, you could probably sell one, and you would have quite a few buyers, between \$25 and \$30. I am basing this on \$1.50 a day or \$7.00 a week, or between \$25 and \$30 per month. I don't know how many passengers are able to be seated in a train car, but if there were 100, say, 100 in a large-sized car and there was a total of two trains going down in the morning composed of two cars, that is a total of roughly 400 passengers going down, 400 at night. I think on a conservative basis your revenue would be about \$400,000 a year. I am considering about \$100,000 revenue per car on a yearly basis. If it was \$25 a month and there were one hundred people, that is \$2,500 a month. Over a 12 month period it would be approximately, I would say, conservatively \$100,000; it would be closer to \$125,000. I think that is right; I am not sure. I was just mentally doing it. But trying to be conservative about \$100,00 is what you could look for.

MR. COWLEY: Is it 30 miles to Toronto from Newmarket?

MR. RICHARDSON: Yes, approximately that.

MR. COWLEY: What would be your reaction to \$1.20 one-way, \$2.40 a day?

MR. SILCOX: That could probably be done.

MR. COWLEY: You think that would be acceptable to the people?

MR. SILCOX: Yes, I think so. I think something could be done for the students.

MR. COWLEY: That is quite a bit different to what the bus is at the present time.

MR. SILCOX: Yes. I think from Aurora there are about 12 buses per day, and they are very well packed. And looking at the people next to me on the highway, they are not using the buses as they might, and there are still 12 trips, approximately six in the morning and six in the evening.

MR. WADE: You would, of course, prefer the westerly line and it would serve a better area and it may serve the whole county. What are your opinions about the eastern line passing through Richmond Hill? How effectively do you feel it would serve the Aurora and Newmarket passengers?

MR. RICHARDSON: Not too effectively, because it goes up through the Mount Albert area, and by the time you get up there you would be travelling quite a distance and I don't see how it would pay you at all. There is not very much up there, just a few hamlets.

MR. SILCOX: There are quite a few parking lots up in the King City, Maple area. I don't know about Newmarket, but there is quite a fair amount of vacant land and it is either municipal or railway-owned.

A point that came up when Mrs. Hancey was presenting her brief, in discussing the area to the north of Toronto as being a dormitory area and whether or not this is worthwhile: I don't know anything about town planning or anything of that nature, but I do feel that the northern section of Toronto will continue to be a residential area, principally. I think it will be very difficult in future years to look for a balanced 60/40 residential/industrial load in the northern section of Toronto. Industry needs water and I think industry must necessarily be closer to the Lake. I believe the northern area must be a residential area principally.

Another point that came up was the areas or communities that now exist, Richmond Hill, Aurora, Newmarket, King City, and so forth. I feel that if there is a rail commuter service in that area, whether it came from Aurora, Newmarket or Bradford, it would encourage those particular communities to grow rather than have a slow envelopment of the whole area that we have seen in the last 15 years. I think it would necessarily concentrate the population around these particular commuter centres, or what-have-you. I may be wrong there, but this is my feeling of it.

MR. NASH: Do you envision large growth in the near future in the Newmarket area and what type of growth there will be? You have indicated it will be primarily residential, but will it be extensive?

MR. RICHARDSON: Growth as far as the Newmarket area is concerned, I think that it will pretty well go along the lines that it has in the past number of years. Personally, as an elected representative of the Town of Newmarket, we have to be very careful of the type of industry we bring in, because, after all, some type of industry could overload your disposal system, which would create trouble and expense. My own personal opinion is that there are certain types of industry will not be able to locate in Newmarket or north of Toronto; they have to be down at the Lake for easy disposal and also have large consumption of water. Residentially and for the type of industry we are trying to locate, we can handle it. We have wells and they have been proven to be good wells; we have a good water system. But I know if there was a large industrial centre it could very well disorganize the whole setup. There are certain types of industry, labour, that can never be in Newmarket or the district. Therefore I feel that these people should be provided with some form of transportation, and I feel that this trial run, or whatever it may be, should be on a co-operative basis between the communities affected and the Study group which is taking this on to see what effect it will have on the community.

MR. GANONG: Have you attempted in Aurora or Newmarket to conduct the same survey that was made in Richmond Hill to determine how many people commute to the Toronto area?

MR. RICHARDSON: I haven't got the figure how many people commute, but I can tell you it is the largest percentage of the population, I know that for sure, the working population. But percentage-wise I haven't got the figure of that.

MR. NASH: May I ask in regard to your drainage, the water shed you are in runs north?

MR. RICHARDSON: Yes, it runs north, Holland Valley.

MR. SILCOX: The division line is just south of Aurora, Metropolitan Toronto and the Holland Valley.

MR. NASH: Aurora and Newmarket?

MR. RICHARDSON: Aurora and Newmarket. There is quite a large area in King Township.

MR. COWLEY: What do you feel is the motivation for people living in Aurora and Newmarket and working 30 miles away? Why do they make this choice? It is a free choice situation.

MR. RICHARDSON: I think I can answer that quite freely. I was a farmer all my life until 10 years ago and I moved into town and some of my neighbours moved in there a short time before. I know they commute to Toronto, and more than one has told me that they moved north because they could live cheaper. I said, "No, you can't." But they said, "Oh, yes, we can." They never stopped to consider transport. Well, these people moved north quite sincerely to their convictions;

they think they could give a better life to their families. We found they cannot do it. We have had two families in Newmarket move back to Toronto on account of this commuter system. They were using a pool system, but they couldn't or didn't feel they could keep up with it. Talking to them the other day, they happened to see something about this meeting today and they said, "Boy, if we had known there was any sign of a commuter system we would never have moved back." This is the reason they moved back into the City, not because necessarily they don't like Toronto but because they felt they could give their families a little better life. They have a little more, you might say, freedom in the small towns, and this is why they move, and I feel personally as an elected representative and also as a resident in the Newmarket area we should endeavour to give these people something along the line with Transportation. I don't mean handed to them, I mean by working with them, give them a better transportation deal.

MR. COWLEY: I suppose one of the considerations would be that they would enjoy slightly less tax problems, and so on?

MR. RICHARDSON: Yes, some of them have commented this to me. But, after all, taxes have to be paid for and there is only one person can pay for it. I have said this on more than one occasion, but they, nevertheless, are going to still continue to have people move out from the City regardless of transportation, and this is putting a greater burden on our highways. We have had a brief presented to our study group on highways, and it would almost stagger you as to the amount of money that has to be spent if cars are going to be used at the increasing rate that they are now.

MR. COWLEY: I suppose it is a problem of balance. If you continue to provide transportation and people are permitted to choose their locations, where they live and where they work, at random, you go round in circles all the time, I suppose. Your county is faced with road construction. Maybe if they didn't make more roads, they improved them, they would be better off.

MR. RICHARDSON: That is a hard one to answer.

MR. NASH: What is the relative cost of accommodation in Newmarket as compared with the cost of comparable accommodation in Toronto?

MR. RICHARDSON: You mean tax-wise?

MR. NASH: Say for a six-roomed house.

MR. RICHARDSON: I think we are about equal with some fringe communities in Toronto. We have just entered into a re-assessment surge; it is quite hard to give you a definite figure. But if you have a house of identical size, there is very little difference. Some may be up, some may be down, but there is very little, on the average type house.

MR. SILCOX: One other point Mr. Richardson alluded to, and that is that many people come from small towns in their past and they would prefer a small town atmosphere. Why do people live outside Cleveland or Chicago or outside Montreal? This is a difficult question. Everyone has their own personal choice.

MR. COWLEY: Mr. Chairman, if I may ask one more question of Mr. Richardson and Mr. Silcox?

On page 2 in the third paragraph, you have suggested that with the costs that have been developed for the east-west commuter service, half of this money in your estimation could be diverted to provide a service. Could you expand on that, how you come to this conclusion?

It could be we are making a mistake. I don't mean any embarrassment at all. What is the logic?

MR. RICHARDSON: We had to provide something for a bit of an argument. We did not try to dictate to the committee, spending too much money; we don't think that at all. But we thought possibly there was some way the committee could have a small share of this to put some cars to Newmarket on a trial run. We are not trying to say the committee should spend too much money in Toronto, no, but there are a lot of facts in the northern end of the community, and as elected representatives we get it all the time that we are not getting our due share.

THE CHAIRMAN: Thank you very much, gentlemen, for your brief and for your courtesies and your answers.

The third brief we have today is from the M.P., for York North, Mr. Addison.

SUBMISSION OF

JOHN H. ADDISON,

M.P.

Appearance: Mr. John H. Addison

MR. ADDISON: Honourable Minister and gentlemen, I just came in this afternoon by aeroplane, a very windy flight, after being in New York last night, where Prime Minister Pearson was guest of honour.

Is there a representative from the railway here? The President of the C.N.R., and I have some differences; they seem to have a change of heart now and again down there. After all, these people are operating a service and they should have someone here.

I understand that Mr. Spicer was involved in this Study.

I am making a presentation on bringing a commuter-type service to our area. I have felt for some time that this type of service would be of great benefit to this particular area. I would like to compliment the Ontario Government for their initiative in creating the Metropolitan and Region Transportation Study group. Governments inherently, I have found, anyway -- it is like doing a lot of things: until you get down to it you don't actually do anything, and this is certainly worthwhile doing. I will read through this brief here and perhaps preface some of my remarks as I am presenting the brief, if that is in accord with the Chairman.

THE PROBLEM

This Committee has been established to investigate all modes of land travel, to lead to a co-ordinated transportation plan for regional areas of the Province of Ontario. The setting up of this most necessary Committee is testimony to the realization that the future of transportation in this Province must be dealt with now. Present planning must be the key to the solutions for future transportation problems.

The problems are apparent and yet I do not believe it presumptuous of me to repeat that without encouraged and provocative planning of co-ordinated transportation systems in this Province, conditions could well become chaotic. I personally, obviously, have no monopoly in envisaging the problems that are apparent nor solutions to these problems but I do have a very important and representative responsibility to point out to this Committee that the area known loosely as the greater Metropolitan area and its regions are the focal point of future transportation problems. This seems to be recognized.

I have had an opportunity to investigate transportation as it affects the area of York County, north of the limits of the City of Toronto. I have just returned from a meeting in Washington with the Deputy Assistant Administrator of the new United States Department of Housing and Urban Development. Such a conversation readily impresses that adequate planning is necessary now.

RECOMMENDATIONS

These representations made today are to call specific attention to the transportation area contiguous and adjacent to the northern part of Metropolitan Toronto. I wish to submit at this time that:

- (1) there should be instituted commuter service on the C.N.R. line running from Newmarket through Aurora, King City and Maple to Union Station, Toronto;

(2) such commuter service should be instituted in connection with and at the same time as the Provincial Government embarks on its commuter train project linking Toronto with Burlington and Dunbarton in the east. I understand that this may well come into operation in the early part of 1967; -- there is a misprint there.

(3) such service should be introduced on an experimental basis, possibly for a duration of one to two years and on the basis that six commuter trains, three in each direction, be operated during hours of peak movement of traffic and on weekdays.

THE BASIS FOR SUCH RECOMMENDATIONS

These submissions are put before this Committee at this time for the following reasons:

(1) The area north of Metropolitan Toronto must, in the immediate future, expand rapidly. Densities of population will continue to shift and shift more northerly. All evidence points to this conclusion. This Committee, I know, has done an in-depth study of population centres and future projections of growth. I understand that this is not available. I have appended to this submission as Schedule "A" the latest projection of population for the Town of Aurora. That town area in the last ten years has grown 300%. The future would appear to be similarly expansive. Richmond Hill and Newmarket are growing at a comparable pace and one can envisage that one connecting urban line of population running from Richmond Hill through to Newmarket is not too far in the distant future. The area proposed to be serviced by this submission is presently occupied to an important degree and the future is one of growth and expansion;

(2) A significant segment of the population in the area under discussion is composed at present of commuters, i.e., those people who must use the present methods of public or private transportation to reach work in the metropolitan area. The commuter service is a necessity for these people. The survey I caused to be conducted, a sample of which is attached as Schedule "B" hereto, demonstrated that those people who are to be affected by the proposed commuter service were overwhelmingly in favour of its immediate operation. I received a response from 2,334 individuals resident in close proximity to the proposed commuter service line and of that number over 87% indicated that they were in favour of the rail commuter

service and over 98% said that they would use such commuter service on a daily basis; and I have here a tabulation which I will submit to the Committee for their information which indicates the three major areas I am speaking of, that is Richmond Hill, Aurora and Newmarket.. I haven't tabulated them individually, but it would be interesting, I think, for your information; the time they would like to have it used daily, the rate of fare for a daily basis, the rate of fare for a weekly basis, and whether they would use it on a Monday to Friday area.

(3) This Committee's first study indicated that rail facilities are available or could be constructed on existing rights-of-way to enable commuter services to be operated over almost all lines in the areas under study. This holds very true for the area to which my representations are directed. Appended as Schedule "C" is a map of rail lines in the study area showing graphically there is a rail line already in existence to service the Richmond Hill, Aurora and Newmarket area.

Also appended as Schedule "D" is a Table 'A' entitled "Services Considered Possible" which indicates that a limited service of up to four trains during rush periods may be operated on the Newmarket line with a minimum of additional facilities.

The proposals submitted here today are, therefore, in my submission, proven to be practical and feasible.

(4) It is well that the Committee constantly be reminded that there are subsidiary and important effects which follow the institution of a commuter service. It is suggested that the institution of the service to the area under discussion would have the following effects:

(i) such a commuter service would relieve the ever-growing and significant congestion on our public highways. The need for expropriation of land by the provincial authorities for highways and access roads over valuable commercial and residential property in the areas under discussion could be greatly limited;

(ii) such commuter service would allow all communities to expand their residential areas and to put to use dormant land in commercial ventures. The commuting of people would not simply be in the direction of the metropolitan area for it is well within the realm of possibility that people would be transported from the metropolitan area to newly expanding and growing

commercial establishments in the area serviced by the commuter.

We know well in the history of this country that transportation is the avenue to increased development and use of our land areas.

(iii) such commuter service, with the development of residential and commercial land use will directly benefit by tax assessment and otherwise the communities that are involved. This is most desirable.

CONCLUSIONS

In the final analysis the success or failure of programs of transportation development depend upon those with the immediate responsibility. My study of the "Urban Mass Transportation Act" of 1964 enacted recently by the United States Congress confirmed the belief that an independent agency immediate to transportation problems must be given responsibility for future planning.

I therefore recommend to this Committee that an independent provincial authority be given full and sole responsibility for the investigation, study and planning of the transportation development in the Province with special emphasis being placed on commuter services. In my view, in this way the problems will be dealt with intelligently and with foresight.

To this Committee, may I repeat again as forcibly as I may, that I recommend that a commuter service on a limited basis running through Maple, King City, Newmarket and Aurora be immediately incorporated in the planning of commuter services for the Metropolitan area and region; to be commenced at the same time and in conjunction with the Dunbarton to Burlington commuter service.

SCHEDULE "A"

Population

Population Growth

<u>Year</u>	<u>Population</u>	<u>Increase</u>	<u>Percentage Change</u>
1955	3742		
1956	3858	116	3.1
1957	3988	130	3.4
1958	4386	398	9.8
1959	5317	931	21.2
1960	7151	1834	34.5
1961	8750	1599	22.5

<u>Year</u>	<u>Population</u>	<u>Increase</u>	<u>Percentage Change</u>
1962	9300	550	6.3
1963	9545	245	2.6
1964	9902	357	3.7
1965	10041	139	1.4

<u>AGE GROUP</u>	<u>1956</u>	<u>% of TOTAL</u>	<u>1961</u>	<u>% of TOTAL</u>	<u>1964</u>	<u>% of TOTAL</u>
0-4	381	9.6	1446	16.4	1309	13.2
5-9	323	8.2	1070	12.2	1425	14.4
10-14	288	7.3	829	9.4	1036	10.5
15-19	293	7.4	447	5.1	727	7.4
20-64	2148	54.3	4401	50.1	4802	48.4
65-69	158	4.0	188	2.1	177	1.8
70 plus	<u>366</u>	<u>9.2</u>	<u>410</u>	<u>4.7</u>	<u>426</u>	<u>4.3</u>
TOTAL	3957	100.0%	8791	100.0%	9902	100.0%

Source: 1956-61, D.B.S., 1964 Clerk's Office.

Future Population:

For forecast purposes an annual average population increase of 4% is assumed. Forecast figures rounded to nearest hundred in five-year periods are:

<u>YEAR</u>	<u>EST. POP.</u>	<u>INCREMENT</u>	<u>ANN. AV.</u>
1965	10000		
1970	12200	2200	440
1975	14800	2600	520
1980	18000	3200	640
1985	21900	3900	780

SCHEDULE "B"

STATISTICS OF SURVEY

<u>NAME OF NEAREST STATION</u>	<u>IN FAVOUR OF SERVICE</u>		<u>USE ON A DAILY BASIS</u>
	<u>YES</u>	<u>NO</u>	
RICHMOND HILL	892	140	98%
NEWMARKET	601	91	98%
AURORA	<u>530</u>	<u>80</u>	<u>98%</u>
	2023	311	
	<u><u> </u></u>	<u><u> </u></u>	



House of Commons
Canada

IMPORTANT MEMO TO ALL RESIDENTS OF YORK NORTH FEDERAL CONSTITUENCY
REGARDING COMMUTER SERVICE TO TORONTO

It will be possible by 1964, according to Mr. Donald Gordon, President of the C.N.R., to provide a commuter service from York County areas to downtown Toronto, and Mr. Gordon explained, in answer to my enquiries before the Railway Committee of the House of Commons, that the completion of access lines in connection with the Vaughan Township marshalling yards would permit service to the city within two years. He explained that a commuter service, economically, would be a losing proposition for the railways, unless authorities in Metropolitan Toronto and adjacent municipalities or the provincial government provided subsidies. Provincial and Municipal authorities have said this may be arranged.

As your Member of Parliament, I am attempting to gather the views of all constituents and to co-ordinate the preliminary steps toward such an essential commuting system. It is my firm hope that final co-ordination will be achieved and a daily service established.

If you would assist me by answering the attached questionnaire and mailing it to me, our survey will establish a base from which a service can be developed. You might note that all mail addressed to Members of Parliament may be sent WITHOUT POSTAGE now, while Parliament is in session. Please send your completed questionnaire to - John H. Addison, M.P., Room 267-W.B., House of Commons, Ottawa, Ontario.

Sincerely,

John H. Addison, M.P.

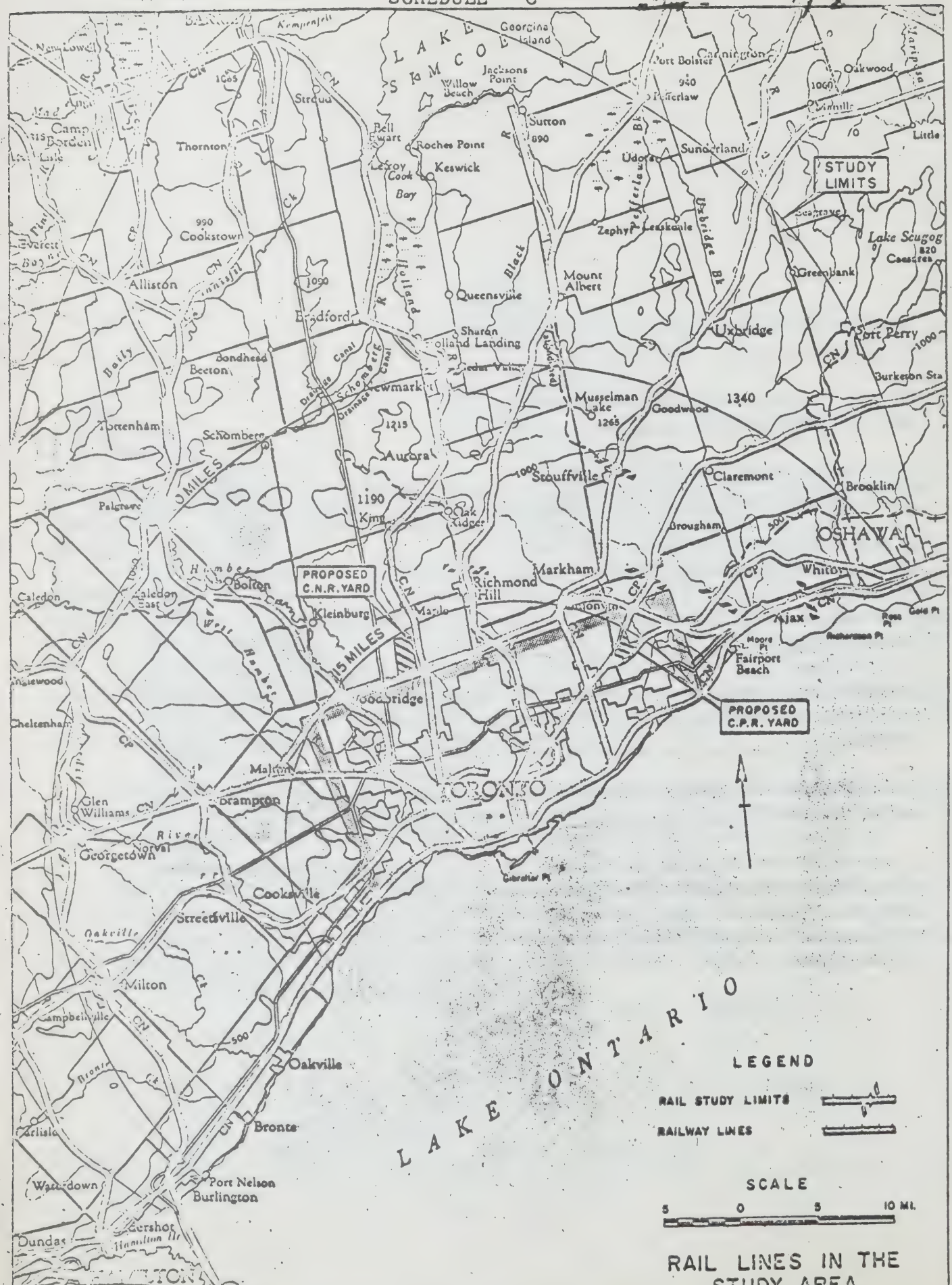
1. Would you be in favour of a rail commuter Service? Yes _____ No _____
2. What is the name of the nearest convenient Railway Station to you? _____
3. How often would you use this service ?

4. At what time would you want to arrive at Union Station in downtown Toronto? _____
5. What fare would you be prepared to pay for a round trip? _____
6. If weekly commuter rates were available, what would you be willing to pay for a week's travel? _____
7. Would a Monday to Friday, inclusive, schedule be sufficient? _____
8. A map of York North Riding is shown to the side of this questionnaire. Would you please mark your residential area with an X so that the planners may know where the potential traffic exists.



Thank You!

SCHEDULE "C"



SCHEDULE "D"

TABLE A

SERVICES CONSIDERED FEASIBLE

Additional Track and Signal facilities required to establish Feasible Services

Explanation of Tables:

- (a) General requirements shown only for services considered feasible.
 (b) Where requirements are shown as Negligible, track and signal facilities required are of a minor nature.
 (c) Services not considered feasible shown thus xxxxx.

C.T.C. — Centralized Traffic Control

ABS — Automatic Block Signals

T.O. — Train Order

Reference Numbers See Plate 1	SUBDIVISION	MAIN TRACKS AND SIGNALS 1963	RAILWAY COMMUTER SERVICE			RAPID TRANSIT	
			LIMITED 1 or 2 trains at peak only	INTERMEDIATE 20 min. av. headway at peak 60 min. off peak	MAXIMUM 10 min. av. headway at peak 60 min. off peak	Headways less than 6 min.	
						HIGH CAPACITY	INTERMEDIATE
1	OAKVILLE — CNR see note 1 Bathurst St.-Mimico Mimico-Oakville Oakville-Burlington	4 - ABS 3 & 2 - ABS 2 - CTC & ABS	negligible negligible negligible	negligible CTC CTC	negligible CTC CTC	xxxxx xxxxx xxxxx	* separate tracks * separate tracks xxxxx
2	OSHAWA — CNR Don-Dunbarton Dunbarton-Ajax	3 & 2 - ABS 2 - ABS	negligible negligible	CTC CTC + 1 track	CTC separate tracks	xxxxx xxxxx	separate tracks xxxxx
3	GALT — CPR Bathurst St.-W. Toronto W. Toronto-Queensway Queensway-Milton	2 - ABS 2 & 3 - CTC 2 - ABS	negligible negligible negligible	CTC CTC + 1 track CTC	xxxxx xxxxx xxxxx	xxxxx xxxxx xxxxx	xxxxx xxxxx xxxxx
4	NORTH TORONTO — CPR W. Toronto-N. Toronto N. Toronto-Leaside	2 & 3 - CTC 3 & 2 - CTC	CTC + 1 track CTC + 1 track	CTC + 1 track CTC + 1 track	CTC + 2 tracks CTC + 2 tracks	xxxxx xxxxx	xxxxx xxxxx
5	OSHAWA — CPR Don-Leaside Leaside-Agincourt Agincourt-East	1 - CTC 2 - CTC 1 - CTC	negligible negligible negligible	CTC + 1 track CTC + 1 track xxxxx	xxxxx xxxxx xxxxx	xxxxx xxxxx xxxxx	xxxxx xxxxx xxxxx
6	PETERBORO — CPR Agincourt-Locust Hill	1 - T.O.	negligible	xxxxx	xxxxx	xxxxx	xxxxx
7	BRAMPTON — CNR Bathurst St.-W. Toronto W. Toronto-Milton Milton-Georgetown	1 & 2 - ABS 1 - T.O. 1 & 2 - CTC	negligible negligible negligible	CTC CTC + 1 track CTC + 1 & 2 tracks	CTC CTC + 1 track CTC + 1 & 2 tracks	xxxxx xxxxx xxxxx	separate tracks separate tracks xxxxx
8	MACTIER — CPR W. Toronto-Belton	1 & 2 - CTC & T.O.	negligible	xxxxx	xxxxx	xxxxx	xxxxx
9	NEWMARKET — CNR see note 2 Parkdale-Newmarket	1 & 2 - T.O.	negligible	xxxxx	xxxxx	xxxxx	xxxxx
10	BELT LINE — CNR Davenport-Yonge St.	1 - T.O.	xxxxx	xxxxx	xxxxx	separate tracks	separate tracks
11	BALA — CNR see note 3 Don-Orlolo Orlolo-Richmond Hill	1 - CTC 1 - CTC	negligible negligible	xxxxx CTC + 1 track	xxxxx CTC + 1 track	xxxxx xxxxx	xxxxx xxxxx
13	UNBRIDGE — CNR Scarboro-Steeles Ave. Steeles Ave.-Stouffville	1 - T.O. 1 - T.O.	negligible negligible	CTC + passing tracks CTC + passing tracks	CTC + passing tracks CTC + passing tracks	separate tracks xxxxx	separate tracks xxxxx
14	ORANGEVILLE — CPR Streetsville-Brampton	1 - T.O.	negligible	xxxxx	xxxxx	xxxxx	xxxxx
15	CNR Access Lines		xxxxx	xxxxx	xxxxx	xxxxx	xxxxx
MAXIMUM PASSENGER CAPACITY PER HOUR.			1,200 to 2,400 seated.	3,600 seated.	7,200 seated.	15,000 seated.	40,000

NOTE 1 — 2 Tracks released by the Railway for Rapid Transit—Bathurst Street to Mimico. 1 Track released by the Railway for Rapid Transit—Mimico to Port Credit.

NOTE 2 — A limited service of up to 4 trains during rush periods only may be operated on this line with minimum additional facilities.

NOTE 3 — Service on this line investigated for connection to North Toronto Station from Orlolo, via Leaside.

NOTE 4 — For details of facilities required on each subdivision refer to pages 22-37.

MR. ADDISON: I also have, Mr. Chairman, and I imagine your Committee have them as well, copies of the Urban Mass Transportation Act requirements from the American Government, an outline of their capital grants and loans and the Massachusetts and Boston study.

THE CHAIRMAN: We have visited those areas.

It is interesting, your observation that you might expect a two-way commuter service, that people living in the northern parts of this region would use the commuter service into Metro to work and people who prefer to live in Toronto might likewise use the commuter service to get to their places of occupation out of Metro to the north.

MR. COWLEY: Does this service apply during peak period only?

MR. ADDISON: Yes.

MR. COWLEY: I will ask why?

MR. ADDISON: It is pretty well indicated in the survey I took. As you go through these figures, it will be evident that the people are primarily interested in the commuter service at the peak period.

MR. COWLEY: In the serviceability of such a line have you appreciated that equipment lies dormant, that you must still amortize the equipment 24 hours a day even though it is only used for two?

MR. ADDISON: That is why I asked if someone was here from the railways. Who is providing the \$7-1/2 million to finance it? Is it the Provincial Government? I disagree with this. The Federal Government should.

MR. COWLEY: The C.N.R. is merely making available the time on the track. The cost of maintaining the track must be borne, as in any other business, equally borne by those using the track. Do you think it would be reasonable to price transportation without taking into account all those factors, that just because a facility is available you should ignore its maintenance costs? This is a difficult question, and I don't mean to embarrass you or anything like that.

MR. ADDISON: I personally would agree with the assumption that the equipment has to be amortized over 24 hours a day. It is like an aeroplane; you don't use it 24 hours a day. There seems to be a tendency to overlook the point. The point is what this group should be primarily concerned in is providing adequate service. Certainly costs are a factor, there is no question of that, but I think we have to do something in this particular area and do it very quickly. A small example, the King City station has been closed up. It isn't a very big station, but it is an indication. Of course, the Americans were faced

with this on a more critical basis. If they hadn't moved and supplied funds the community would have been in a bad position. They provide capital grants. I think it is up to the Federal authorities to subsidize. But there is no doubt that the people in this area genuinely want a commuter service. Cost is certainly a factor. This cannot be the overriding principle, making them pay. If we are going to spend \$5 million a mile on super-highways, you have to consider this. This is the decision.

MR. COWLEY: Thank you.

MR. WADE: Mr. Chairman, a couple of comments. We will be very pleased to receive your information, Mr. Addison; it will be very valuable to us.

MR. ADDISON: Yes. It is two years old, I believe.

MR. WADE: Ours is one year old.

In reference to your information here, you said 98% of the responses said they would use it. That is 98% of the affirmative responses?

MR. ADDISON: Yes.

MR. WADE: You make reference in here to the start of the commuter service along the Lakeshore. The present intentions are that this won't get underway until the latter months, in the Fall of 1966.

MR. ADDISON: Yes.

MR. WADE: You had a chance to look at this whole situation. In your opinion, you feel that the western line would be the more useful line to serve commuters in this whole area?

MR. ADDISON: Yes. I am not the Deputy Reeve or Mrs. Hancey, but I think the Maple area is not too far away for people to use as far as the station is concerned. Furthermore, it has an opportunity of serving Aurora, King and East Gwillimbury, which is separate from the County of Newmarket but it is really considered in the trading area. It is quite a large area.

THE CHAIRMAN: Mr. Addison, I notice in the Richmond Hill brief, in the survey put out by the Southwest Homeowners' Association, they had a 43-57% survey on their question: "If there were a commuter rail service between Richmond Hill and Toronto during rush hours, would you use it regularly?" 43% said "Yes," and 57% said "No." You show the Richmond Hill answers as 892 "Yes" and 14 "No"; that would be about 86% and 14% respectively. There is such a large discrepancy there, I wonder if the nature of your question would have something to do with it? Would you have your question which you put out?

MR. ADDISON: Yes, it is in the Schedule there.

THE CHAIRMAN: "Would you be in favour of a rail commuter service?"

MR. ADDISON: That is right.

THE CHAIRMAN: That is 98% said they would use it, that is those who would use it daily?

MR. ADDISON: Yes.

THE CHAIRMAN: Actually 86% said they would use it and 98% on a daily basis. That is very far removed from the Richmond Hill inquiry, which showed that 57% said "No".

MR. ADDISON: Well, these are tabulations that we made in connection with this tabulation.

MRS. HANCEY: Mr. Chairman, may I interrupt a moment? It is more or less a small percentage of the Village, and I wouldn't say it represented the Village as a whole. I happen to be a resident there.

MR. COWLEY: It is possible that some of the residents said yes even though they had every intention of driving their cars, just to get the other fellow off the road?

MR. ADDISON: Well, figures at the best of times are misleading, I think.

MRS. HANCEY: Mr. Chairman, I just wish to point out that it is true that this is from a small section of the town, which might upset other statistics. But there are a great many people, if something is going to be provided, they are all for it if it is done on a big basis, whereas if it is on a smaller basis, a neighbour doing the survey, they are possibly a little more to the point. I think this should be taken into consideration.

MR. ADDISON: I may point out that the replies were the ones which were reasonably close to this area, the Yonge Street area. We were not considering people in Mount Albert or Sutton. On the basis of this tabulation, it is pretty well people on Yonge Street, between Richmond Hill and Newmarket.

MR. NASH: These figures as shown in Schedule "A" are for what areas?

MR. ADDISON: Schedule "A" is from the Town of Aurora. These were the figures that were supplied to me.

MR. NASH: That whole Schedule is for Aurora?

MR. ADDISON: Yes.

MR. NASH: And Schedule "B" is more or less a casual questionnaire?

MR. ADDISON: It went out to approximately 27,000 people, and we had about an 8.7 return. That is approximate.

MR. COWLEY: Without developing a debate or argument, Mr. Addison, I was very interested in your suggestion that perhaps capital cost of an undertaking should not all be amortized in the normal business sense. If you had a fleet of trucks or fleet of trains or subway cars you should not amortize them or consider your capital outlay in purchasing that equipment. Did I gather that correctly? That is rather an interesting point.

MR. ADDISON: I think there is a distinct tendency -- certainly we are seeing it in the C.P.R., whether they admit it or not, that they are getting out of the passenger business. Maybe they are not, but it appears to me that way. When I was questioning Mr. Gordon in the Transport Committee, cost seems to be a primary concern, and it is a fact, there is no question of it. But my feeling in this particular area is that we must provide the service, and railways, I suppose, are like any other business, they expect to make a profit. I don't think it is right for one moment to have the C.P.R. operate this at cost; they either get into the railway business or get out of the railway business, and I think it is part of their business.

MR. COWLEY: Is transportation a community problem?

MR. ADDISON: Yes, I think very definitely it is.

MR. COWLEY: Perhaps it is not the C.N.R.'s business, it is the community's business?

MR. ADDISON: Well, it seems to me the responsibility of the railways, in my opinion, to operate the service. I also feel that the Federal Government should make a contribution, which it can do through the C.N.R., for providing capital grants for equipment, on an experimental basis. I don't think there is any question, I think we should realize this now, that this type of service is not going to be on a paying basis, regardless of what figures they come out with. All these studies indicate that by increasing the service and by giving better parking, and so forth, there is an increase in traffic, and providing this better service doesn't cost them anything; the extra traffic makes up the difference for the extra service and faster service, and so on, and they are left with their base; this is their loss.

MR. COWLEY: It is a community problem.

MR. ADDISON: Yes. In the States I think four or five counties have now agreed to share part of the cost of operation of transport.

MR. COWLEY: Do you think that instead of it being a community responsibility, in the sense of someone undertaking the difference, perhaps it should be the user? In other words, in some of the experiments you have referred to under the American schemes there is no charge at all, with no significant change in ridership, and that is rather interesting. I am just wondering, if we pay for water and sewer for what it costs us to have it in our house, whether transportation should, in fact, be charged for at the price it actually costs. I was very interested in some of the other participants' opinions on the price from Newmarket, \$2.40 a day, with perhaps 25 cents a day for parking, plus 25 cents a day at the other end. This is perhaps putting it in the order of things. It is a community problem, and should it be subsidized?

MR. ADDISON: I feel that a service of this type is a service, and I don't suggest to the railways and to you that it is going to pay for itself. Perhaps the provincial government may not want to pick up the deficit forever. I think there is some indication of this. But I think we are overlooking the point, that is providing a service, and you people, particularly Mr. Haskett, must make the decision whether you are going to build better highways or do this. It is as simple as this.

MR. WADE: It is apparent from a lot of the comments today that obviously they are in favour of this commuter rail service, and I suppose it will tend to perpetuate the role of a dormitory to some extent. Do you think it is good for this area to continue with the unbalanced type of development which may develop in this role of working in the City and sleeping here?

MR. ADDISON: I think it is fairly evident -- and I don't think I am incorrect in this assumption -- in my experience that in the newer areas of Richmond Hill and Aurora and Newmarket to a lesser extent the people are not as community conscious or oriented as the people are perhaps living in the older areas; there are not the ties, people tend to work and perhaps enjoy their entertainment in the Metropolitan area. I think it is fairly evident. I don't think the commuter service as I am discussing it here will make any difference. I think what we want in this area -- and I don't think anyone has actually disputed it -- is that we want a form of commuter service. We are not asking for an elaborate service. Mr. Richardson said two trains a day. We are asking for three trains a day -- more than one. I think it would be used; I think it would be a great advantage to this area.

Specifically, I would hope that in the Committee's findings -- and I don't want to dwell on it -- they might see fit to recommend that when you inaugurate your new type service east and west, in conjunction with that you might also inaugurate a modified service north and south. The equipment costs I think are negligible. We are not talking about an elaborate system. Of course, it would have to be adequate, but I would like to see it at the same time, and I don't think your costs would be appreciable.

MR. COWLEY: I think the Committee is in a quandary, and I think that is why we are asking for your opinions as to whether or not transportation should support itself or whether, in fact, it should be a community problem. It is a very real problem. Plus the other reason, that in appreciating the briefs here is perhaps appreciating the problems that would be increased by encouraging development still further in areas that perhaps are not quite ready for it yet. This is one of our problems. We have to cost out the total service to the community if you encourage development by loading transportation. Perhaps that doesn't concern you, but it is part of our concern in a regional study of transportation. What impact, do you think, on the regional development of a community does this have? Does this additional cost create other problems?

MR. ADDISON: It will create other problems, but I think, on the other hand, this committee has been authorized to deal with the problems.

MR. COWLEY: At least recognize them.

MR. ADDISON: That is right, you would certainly recognize the problems. It is like the old story, I suppose, which came first, the chicken or the egg. But you have the passengers right now. I doubt very much -- and there are some people in the municipality here today -- if they would go ahead and propose extra subdivisions unless they were sure in their own minds that they could support that within their community.

MR. NASH: Mr. Chairman, I just want to add this, if I may, and ask whether you think it is fair, if it is desirable, people living in a place like Richmond Hill or Newmarket -- people want to do it but they can't afford it because the cost of commuting is too great -- but if it is an advantage, why should I, who live in Leaside and do not have to commute, have to pay in my general taxes for the support of people who wish to live in a nice environment and move to Richmond Hill? Why should I have to do that?

MR. ADDISON: Only that you are doing it now. You may not live on Yonge Street, but you are paying for it. My business is in Toronto; I choose to live in King. We choose to live there.

Perhaps Mr. Silcox wants to answer that question?

MR. SILCOX: Mr. Addison answered it -- we choose to live there.

THE CHAIRMAN: Thank you, Mr. Addison.

That concludes the hearing of the briefs in this the first of our scheduled hearings of the Metropolitan Toronto and Region Transportation Study. Today we have had some splendid briefs. I think they have reflected the thinking of the people in this area. There is no lack of interest and thought-provoking suggestions as to how to meet

the transportation problems of these parts. I say to you very frankly that those who have come forward today have come to us with briefs and supplemented them with answers to our questions and it will be very useful and helpful to us, and I want to thank the three spokesmen for the parties putting forward briefs. I want to say to them how grateful we are for the gracious manner in which they have endeavoured to receive our questions and accommodated us in our search for further knowledge.

MR. RICHARDSON: Mr. Chairman, may I say a word? I would like to say on behalf of the three groups here that we thank the Study group for coming up here to listen to our cries for help. Actually they are not cries for help because we are willing to take a stand on it. I personally will make a stand, and if there is any way I can assist the Study group I will do so and you will have the whole co-operation of our group.

THE CHAIRMAN: Thank you. I can assure you on behalf of my colleagues that there is a lot of work and effort going into it, and I hope it will all go to the benefit of the people of Ontario.

--- Adjournment.

Proceedings of the hearing held
at the City Hall, Oshawa, Ontario,
on Monday, the 22nd day of November,
1965.

P R E S E N T :

THE HONOURABLE J.W. SPOONER,
Minister of Municipal Affairs -- Chairman

W.E.P. DUNCAN	--	Member of Technical Advisory Committee
W.Q. MacNEE	--	Member of Technical Advisory Committee
W.B. GANONG	--	Study Program Liaison Officer
A.R. SCHMIDT	--	Study Technical Director
BRYN LLOYD	--	Study Administrative Officer

--- On commencing at 2:00 p.m.

THE CHAIRMAN: Madam and gentlemen, as the member of the Executive Committee of the Metropolitan Toronto and Region Transportation Study who will be acting as Chairman for this meeting, I would like to introduce the other Members of the Study who are sitting with me today.

On my immediate right is Mr. W.Q. MacNee, Traffic and Planning Studies Engineer, Ontario Department of Highways, and who is Vice-Chairman of the Technical Advisory and Co-ordinating Committee. On my left is Mr. W.E.P. Duncan, former General Manager of the Toronto Transit Commission, and who is a Member of the Technical Advisory and Co-ordinating Committee. Seated in front on the right is Mr. A.R. Schmidt, Technical Director of the Study, and on the left is Mr. W.B. Ganong, Program Liaison Officer of the Study.

On behalf of the Transportation Study group, I want to offer my thanks and those of my colleagues to the host municipality, the City of Oshawa, for making these facilities available to us and making it possible for us to hold these hearings under very comfortable conditions.

To the parties presenting briefs here today I would like to express the appreciation of the Study for coming here. We recognize that these briefs require both time and expense to prepare and they reflect the interest that you have in problems relating to transportation. Whatever the views expressed, I want to assure everyone present that we are deeply grateful for having this opportunity to hear and to discuss these briefs with you.

The Metropolitan Toronto and Region Transportation Study is something of an unique organization in this field in Canada. This is the first time that transportation problems have been subjected to such a close examination on a broad basis. The region covered by the Study covers a 3,500 square mile area, bounded by Hamilton and Guelph on the west, Barrie on the north and Oshawa on the east.

The Study was created by the Ontario Government almost three years ago to recommend general policies concerning transportation and to devise co-ordinated transportation plans for the region, and a great deal of work has been carried out in the intervening period in such fields as inventory and classification of transportation facilities, the gathering of data on the movement of persons and goods, the study of land uses and population and economic factors affecting transportation and special feasibility studies for such projects as possible use of rail commuter services. These are examples of the work being carried out. We have now reached the stage in the study project where we would like to hear observations from people who work

in this broad region. These observations will be examined in close study on the lines I have outlined. It is not our intention to make a detailed study on the submissions that are made to us in these hearings. They are a significant part of the overall effort that is being put into this Study, and pertinent factors arising out of the hearings will be considered in preparation of the final Report which will be presented to the Government in the early part of 1967.

We shall be conducting these hearings on an informal basis. Maps have been provided, and if there are any points in the presentation that they can be used for your presentation, please feel free to do so. In presenting your briefs we ask that they be read into the record, and we will reserve any questions until the conclusion of the reading, and when the question period is ended, we ask that you deposit your brief with the Secretary.

The briefs for this hearing will be presented in the following order: the City of Oshawa, then the Township of Pickering, and this will be followed by a verbal presentation from the Citizens' Committee, Creek Valley Conservation, Oshawa.

I would on this occasion also express words of welcome, though those are not necessary, but I would certainly make mention of the fact that we appreciate that Mrs. Thomas, a member of the Board of Education, is present in the audience, the only lady who has graced our meeting this afternoon, and it is also a pleasure to see her husband here, Mr. T. Thomas, a former Member of the Ontario Legislature, who is still continuing his interest in the community in which he has lived for a great many years as a member of the Board of Education. To Mr. Thomas, I extend my appreciation.

We are prepared now to hear the presentation of the City of Oshawa. If the person who is going to read it would please identify himself, we would ask him to state his capacity.

SUBMISSION OF

CITY OF OSHAWA

Appearances: R.F. Richardson,
Deputy Commissioner of Works
J.P. Williams,
Industrial Commissioner

MR. RICHARDSON: My name is Richardson; I am Deputy Works Commissioner for the City of Oshawa.

Honourable Mr. Spooner and gentlemen from the Metropolitan Toronto and Region Transportation Study, before proceeding with the brief itself I thought I would first give you a little background on

the presentation of the brief of the City of Oshawa. The letter which was forwarded to the City concerning the holding of public hearings was considered by the Traffic and Public Safety Committee of the City Council. The recommendation of that Committee to submit a brief was approved at a meeting on July 5th, 1965. I was appointed Chairman of the meeting to prepare the brief, and the Committee was composed of the following members: Mr. J.B. Annand, Professional Engineer and General Manager of the Oshawa Public Utilities Commission. The Public Utilities Commission is responsible for the operation of the bus system in Oshawa. Mr. F.E. Crome, Professional Engineer and Commissioner of Works for the City; Mr. George Slocombe, Manager of the Oshawa Airport; Mr. G.A. Wanless, Planning Director, and Mr. J.P. Williams, Industrial Commissioner for the City.

The final draft of the brief was submitted to City Council and approved by them at a meeting held on November 27th, 1965. This brief was forwarded to the Metropolitan Toronto and Region Transportation Study and is presented here today.

The City of Oshawa is an industrial municipality with a current population of approximately 75,000. It is located at the eastern end of the area included in the Metropolitan Toronto and Region Transportation Study. Oshawa has experienced a steady growth since the late 1940's and the growth rate has increased rapidly in 1964 and 1965. The rate of increase in 1964 was 6.6%. It appears that Oshawa is on the threshold of a period of rapid growth and development equal to that of any municipality in the Province.

Although within the sphere of influence of Metropolitan Toronto, Oshawa itself exerts considerable influence on the surrounding region. It is the centre of the Central Lake Ontario Planning Area and attracts people from the surrounding area into its work force. I have illustrated on the right here the plan which indicates the area encompassed by the Central Lake Ontario Planning Area and under the jurisdiction of the recently established Central Lake Ontario Planning Board.

People commute daily from such communities as Ajax, Pickering, Whitby, Bowmanville, Port Perry, Uxbridge and even from the municipalities of Peterborough, Lindsay and Scarborough Township.

OSHAWA AND REGION TRANSPORTATION FACILITIES

Oshawa is ideally located, with all four major types of transportation facilities available within its limits, to provide access to the surrounding areas.

The major road facility is the MacDonald-Cartier Freeway which passes through the southern section of the City. This provides access throughout the region in the east-west direction.

Highway No. 2 also provides an east-west route which passes through the central business district. Highway No. 7 is a short distance outside the northerly City limits and provides connection to the west and to the northeast. Highway No. 12 is also very close to the north limit and provides a route leading directly northward.

Rail service is provided by both the Canadian National Railways and the Canadian Pacific Railway. The main lines of each of these railways passes through the southern section of the City adjacent to the MacDonald-Cartier Freeway.

Oshawa is situated on Lake Ontario and water transportation is available as a result of excellent harbour facilities. These facilities are capable of development to accommodate ships using the St. Lawrence Seaway. Much of the land adjacent to the harbour is vacant and suitable for development of warehousing and shipping facilities. The harbour is serviced by a road leading directly to the MacDonald-Cartier Freeway and could be easily serviced by a railway spur line to the Canadian National Railway.

If you like, I could illustrate this on this map. The harbour is located here, the MacDonald-Cartier Freeway is in this location, and the Canadian National and Canadian Pacific Railways. There are plans developed to some degree which would permit a spur line from the Canadian National Railways to run south to service the harbour. Also there is a direct connection from the harbour by way of Farewell Street which will inter-connect and then inter-connect with an interchange on the MacDonald-Cartier Freeway.

Air transport is available at the Oshawa Airport which is within the City limits in the northwest quadrant. This is suitable for both passenger and freight operations and is capable of further development.

ROAD AND RAIL DEVELOPMENT

It has been decided not to include in this brief any recommendations regarding road and rail development. Some general comments however are included.

(i) Roads

The City of Oshawa conducted a Transportation Study in 1961 and the road development program is based on the resulting Traffic Planning Report. Traffic data is being continuously updated and the proposed road development program adjusted as required.

I think that the Metropolitan Toronto and Region Transportation Study are familiar with our Traffic Planning Report. There is a copy here. A copy was provided to the Study some time ago, and we have made available to them all of our traffic data updated and also have made available information that was collected in preparation of this report. This was through our consultants, Davis and Smith Limited.

The municipality is in constant touch with the Ontario Department of Highways and the planning and development of arterial streets in the City is integrated closely with that provincial department.

All traffic data available has been turned over to the Metropolitan Toronto and Region Transportation Study group so that they are fully aware of the problems in this area.

I might add an aside here. I think that we should be seriously considering a transportation study of Central Lake Ontario Planning Area, and this, I would assume, would be necessary, my assumption being that the Metropolitan Toronto and Region Transportation Study would be concerned mainly with major facilities to connect the various sections of the region, whereas the detail of the road sections necessary in that particular region would be the responsibility of that particular region. I am posing that as a question as well as an aside.

(ii) Rail

We are not in a position to comment regarding rail development. It is presumed that the railway companies are aware of the needs of industry and will govern their expansion accordingly to provide adequate freight service. This demand from industry and the competition between the two railways should help greatly to ensure an adequate freight system is developed.

Regarding the proposed commuter service between Dunbarton and Burlington, we are aware that this service is being established in order to conduct studies on the effectiveness of commuter service in an area reasonably well serviced with road facilities. We realize also the problems involved in extending a commuter service east of Dunbarton. We would point out, however, that the proposed commuter service will likely be of little value to Oshawa residents. It is our understanding that a twenty minute service is proposed with a forty minute trip time from Dunbarton to the Union Station during the normal work week. At present the freeway and expressway facilities are more attractive and more convenient for the Oshawa resident. Except at peak traffic periods, the trip time via road is undoubtedly shorter than by rail and the inconvenience of transferring is eliminated. The commuter service will require using three methods of transportation to get from Oshawa to a destination in Toronto. First the private automobile which must be parked at Dunbarton; secondly, the commuter train which is used to travel to Union Station and thirdly, some form of transportation to travel from the Union Station to the destination in Toronto. These inconveniences will have to be greatly outweighed by saving in travel time before the Oshawa resident will use the commuter trains rather than the road system.

Just before I leave that section of the brief, we don't want it to be construed that rail and road development is unimportant because we didn't make any specific proposals in our report. The reason there were no definite recommendations included was that we felt that the work now going on by the Metropolitan Toronto and Region

Transportation Study and the Department of Highways was being very well integrated with our own study and this should develop an adequate road system.

FUTURE DEVELOPMENTS

There are three matters which we would like to bring to the attention of the Metropolitan Toronto and Region Transportation Study.

Two of these concern facilities which now exist in the City of Oshawa and which, in our opinion, could be developed to provide a very necessary service in the transporting of people and goods to the eastern half of the region included in the Study. We are referring to the harbour on Lake Ontario and the airport in the northwest quadrant of the City. Both of these facilities could play a very significant part in the transportation planning of the Metropolitan Toronto Region. Both are ideally located and are capable of being developed to serve the needs of this part of the region.

The third matter is an economic consideration and concerns highway transportation rates.

First of all, in connection with the harbour, I have already showed the location of this harbour.

(i) Harbour - Port of Oshawa

(a) History

From the early 1870's, for almost 40 years, Oshawa Harbour was a thriving lakeport. It was a regular port-of-call both east and west for many lake freighters, which plied from the lower St. Lawrence to the Lakehead. Oshawa Railway ran a spur line to the Port of Oshawa. At this time the railway had not yet become a competitive factor in Canada's transport scheme, and the commerce of this district went through the Port of Oshawa.

Gradually the railways took over the transport of goods, and this competition eventually squeezed the lake freighters out of business. The last "package freighter" called at Oshawa in 1936. This was the end of an era.

The Port of Oshawa was first a government dock. Later the basin was enlarged, a breakwater was built to form and protect an entrance channel and some 18,000 feet of tie-up was installed for the docking of coal and oil boats. It now became a harbour, and remained under direct administration of the Department of Transport until 1960.

On June 9, 1960, the government of Canada enacted the Oshawa Harbour Commissioners Act. I would like to correct the following sentence. It should be: This placed the administration of Oshawa

Harbour under local governing body composed of three local men; two to be appointed by the Government-in-Council, the other by Oshawa's City Council. This body administers all affairs of Oshawa Harbour and its jurisdiction in this regard is virtually autonomous.

In the past three years extensive improvements have been carried out at the Oshawa Harbour. With the completion of the new 500-foot berth on the east side of the basin, and with acquisition of land immediately adjacent to it, the harbour is now capable of handling cargo which it had been unable to do previously. Further development plans call for the extension of hydro and water as well as the erection of warehouse facilities with some of these projects planned for completion in the near future. This matter of hydro and water is an improvement to existing facilities.

(b) Geographic Location

The Port of Oshawa is geographically located to serve local needs, but also the entire eastern sector of the Metropolitan Toronto and Region. At the present time the Port can handle most seaway traffic and because of its sand-silt bottom can easily be deepened to accommodate all ships using the St. Lawrence Seaway. The Port has access to all modes of transportation, being less than a mile from the MacDonald-Cartier Freeway, and main rail lines as well as 10 minutes to the Oshawa Municipal Airport. The Port can easily be expanded to handle increased shipping requirements since the entire lakefront from the Port to the eastern boundary is free of development and represents an area of about 550 acres.

Of particular interest is the fact that within the 25 mile corridor from Oshawa to the eastern part of Metropolitan Toronto there are approximately 500 industries employing about 62,000 workers of which over 50% of the force work in Oshawa.

(c) Harbour Facilities

Description -

The Port consisting of a dredged basin enclosed by two breakwaters, is located in an open bay on the north shore of Lake Ontario, 32 miles east of Toronto.

The centre of the City of Oshawa is 3 miles inland from the Port, and is connected to it by a paved road.

Navigation Season -

Average open period - April 15th to December 15th.

Channel Depth -

The depth is 23 feet plus gauge at entrance, and in Harbour. All depths mentioned here, or on hydrographic charts,

should be checked carefully against the latest recorded elevation.

Wharfage -

There are 3 berths of approximately 1,080 feet, 480 feet and 1,025 feet, dredged to a depth of 21 feet, plus gauge, on the west side, and the new wharf of 500 feet on the east side with a depth of 23 feet, plus gauge.

Service -

Federal Customs services are available at the Port. Fresh water supplies, coal and fuel oil, et cetera, are available, and repairs services can be arranged.

(d) Harbour Traffic

Current traffic by the Port of Oshawa is related basically to local needs which include:

- bulk oil and coal
- crushed stone
- export of cars

Promotional activities within the past 12 - 18 months to potential harbour users have revealed substantial interest in the Port of Oshawa, and some limited use has been made of the Port by industries within the eastern section of the Metropolitan Toronto and Region. There is reason to believe that the addition of facilities, such as warehousing, would attract new traffic through the Port.

Volume of traffic handled by the Port of Oshawa has continued to increase at a substantial rate during the past three years. As facilities are improved it is anticipated that traffic through the Port will continue to increase at a greater rate than it has in the past decade.

(e) Present Restrictions to the Harbour

The lack of essential service, such as rail and warehousing, harbour depth, and highway transportation rates are currently restricting traffic at the Port of Oshawa.

In the brief that was forwarded to the Study we have included photographs of plans and if you wish I could file those with you again now. Are you familiar with these?

THE CHAIRMAN: I am not personally, but you could keep those and see that they are filed again. I would like to have a copy myself.

MR. RICHARDSON: If I might insert another aside in connection with the harbour. It would seem that it is reasonable to

expect shipments of goods through a harbour located at this end of a Metropolitan Toronto region could be sent to such a location as Victoria Park Avenue on the MacDonald-Cartier Freeway just as economically as they could be economically shipped through the Port of Toronto to the same location.

(ii) Airport - Oshawa Municipal Airport

(a) History

The Oshawa Municipal Airport was constructed by the Federal Government in 1941 and opened in June of that year as No. 20 Elementary Flying Training School for the training of pilots under the British Commonwealth Air Training Plan. Following World War 2, the Airport was leased to the Ontario County Flying Club in 1945. In 1947 the City of Oshawa leased the Airport from the Crown, and has operated it since that date.

(b) Geographic Location

Oshawa Municipal Airport, one of the finest for its size in Canada, is geographically located to serve the needs of the eastern sector of Metropolitan Toronto and Region, from Scarborough to Cobourg. It is the only airport in operation in the eastern sector of the region at this time. Within a 25 mile radius of the Airport there are over 500 industries, and this number will undoubtedly increase substantially during the next two decades.

(c) Airport Facilities

The Oshawa Municipal Airport comprises 485 acres. There are three paved runways, one 3,500 feet long, and two runways are lighted for night operation. There are two hangars containing more than 70,000 square feet. There are also two temporary buildings, and a former recreational hall. All buildings are currently in use. Minor repairs and servicing facilities are available. The Airport is usable all year.

In that regard, the City maintains the Airport and does snow removal operations on the runways.

(d) Airport Traffic

It is estimated that aircraft movement in the past 12 month period at the Oshawa Municipal Airport totalled in excess of 42,000 in and out flights. Estimated volume of movement comprised:

(a) 500 arrivals and departures of large aircraft for business and freight.

(b) 1,400 small aircraft of which 25% could be classified as business trips.

(c) 40,000 flights by locally based aircraft.

Flights were recorded from many distant points in Canada and the United States - the most frequent being Milwaukee, Detroit, Chicago, Montreal and Ottawa. The Airport has been used by industries in Oshawa, Whitby, Cobourg, Ajax and Scarborough for transporting executive personnel, and air freight movement of supplies.

(e) Present Restrictions at the Airport

The existing limitations of runways restrict the use of the Oshawa Municipal Airport to DC-3 aircraft or smaller. The extension of present runways to 5,000 feet in length would permit the Oshawa Municipal Airport to accommodate present day, modern executive aircraft.

(f) Connections to Other Municipalities

The aircraft, as a means of travel both for pleasure and business, has increased greatly in popularity in recent years. This method of travel will undoubtedly continue to grow with improvements in aircraft and in facilities available. Road congestion will also be a factor in the growth of aircraft travel. It is being suggested now in some areas, that there is need for a local landing strip in the vicinity of almost every moderate-sized municipality. The standard of such a strip would be sufficient to handle the smaller, privately-owned aircraft. Local landing strips would be an asset to private air travel and could in the future become essential to every municipality. Consideration should be given now to reserving lands for this use.

As with the harbour, we have attached a photograph and plans of the Airport.

The third item which I would like to discuss is transportation rates. I might comment that this ties in very closely with our comments specially with regard to the harbour.

Basically Oshawa has an excellent transportation system which provides prompt efficient service to local business and industry. The main intent of this brief, therefore, is to emphasize the importance of competitive transportation rates in the future development of trade through the Port of Oshawa.

In the past 18 months, the Oshawa Harbour Commissioners have devoted considerable effort to promote the Port of Oshawa and to encourage increased traffic through the harbour. While such promotional activity has generated the interest of a number of firms located outside the Oshawa area, the question of highway transportation rates remains an important consideration.

For example, a number of interested clients are currently using one of the other ports of the Metropolitan Toronto and Region

even though the Port of Oshawa is geographically located to better serve them. It is appreciated that in some instances, both the Port and the destination of goods will be to a point within Metropolitan Toronto proper, thus permitting local cartage rates with which the Port of Oshawa does not expect to compete.

However, the Oshawa Harbour Commissioners have received enquiries from clients who would consider using the Port of Oshawa as a distribution centre for delivery of goods to both local and out-of-town customers. The main proviso is that transportation rates for the Port of Oshawa be competitive with the rates they now enjoy from another port in Metropolitan Toronto. For example, one client has advised that he can ship from Toronto to Oshawa at 11 cents per cwt., yet the same delivery from Oshawa to Toronto would cost 18 cents per cwt., or higher.

It is appreciated that one of the factors which dictates lower transportation rates is volume of traffic. However, it would appear that unless the Port of Oshawa is placed in a much better bargaining position concerning transportation rates, such volume may not be forthcoming. A study of rates, therefore, in relation to economic importance of the Port of Oshawa to the eastern section of the Metropolitan Toronto and Region is recommended.

Local experience to date has been concerned with the shipping of goods to the Metropolitan Toronto Region through the Oshawa harbour facilities. It is obvious that the same differential of transportation rates could also affect the shipping of goods through the Oshawa Airport and for that matter all goods shipped from the Oshawa area.

RECOMMENDATIONS

1. That a study be included within the framework of the Metropolitan Toronto and Region Transportation Study to determine the present and future needs for harbour facilities to serve commerce, industry and public transportation within the eastern sector of the region; and that the feasibility of using the Oshawa Harbour to meet the needs as determined by the Study be considered; and that the Study be conducted in consultation with the Federal Department of Transport.
2. That a study be included within the framework of the Metropolitan Toronto and Region Transportation Study to determine the present and future needs for airport facilities to serve commerce, industry and public transportation within the eastern sector of the region; and that the feas-

ibility of using the Oshawa Municipal Airport at its present location to meet the needs as determined by the Study be considered; and that the Study be conducted in consultation with the Federal Department of Transport.

I trust you will note as I am reading this out that our main concern is that this part of the Metropolitan Toronto and Region is served by adequate harbour and air facilities. We are suggesting that you consider that the facilities are now available in Oshawa.

3. That transportation rates via road and rail be studied to determine the effect that rate differentials throughout the Metropolitan Toronto Region may have on the development of harbour and airport facilities in Oshawa to service the eastern section of the Region -- and I might insert that, once again, we are concerned with the facilities for this part of the region, not just Oshawa alone -- and also the effect they may have on the location of industry and therefore the transportation facilities to serve industry.

I have a copy of the brief here which I would like to file.

THE CHAIRMAN: Thank you very much, Mr. Richardson. May I compliment your Committee for having gone into these matters at some considerable depth, and we appreciate very much receiving the brief and the explanations that you have given.

It may be that Members of the Study group have some questions to ask.

Mr. Duncan?

MR. DUNCAN: No, I have no questions. I find the brief extremely precise, clear and understandable.

THE CHAIRMAN: Mr. MacNee?

MR. MacNEE: I have a couple of questions I would like to ask, if I may.

First of all, I would like to compliment you on your report, but I was a bit confused in one spot where you were referring to the use of the commuter rail service as far as Oshawa is concerned. Am I right in assuming that those comments are only true when we consider the termination of the line at Dunbarton, that if we were to extend it

to Oshawa you would have a different attitude to it?

MR. RICHARDSON: Yes. I think possibly that these comments are included in the brief -- I think the announcements about the commuter service came along in the early part of the summer and it was a point of controversy at that time.

MR. MacNEE: The other question was: Has any consideration been given to providing a shuttle air service between Oshawa Airport and Malton?

MR. RICHARDSON: I am not sure that I can adequately answer that question. I see our member of the Committee, Mr. Slocombe, the Manager of the Oshawa Airport, is in the audience. Perhaps he could answer it.

THE CHAIRMAN: Yes.

MR. SLOCOMBE: I don't think any definite thought has been pursued on that question. It has been thought of and we did have a start on an airline connecting with Kingston and Montreal, but due to air schedules it wasn't carried through. There was consideration of helicopters, but this would be rather costly. It could be some day that this would be a factor and could be economically suitable.

THE CHAIRMAN: The municipal airport is still owned by the Federal Department of Transport; is that correct?

MR. RICHARDSON: That is correct.

THE CHAIRMAN: Not owned by the City but it is operated by the City.

MR. RICHARDSON: Yes.

THE CHAIRMAN: What is the cost to the City? Is there sufficient revenue to pay the cost?

MR. SLOCOMBE: No. I don't think there is any airport in Canada except Malton ---

THE CHAIRMAN: Sudbury is paying, so they say.

MR. SLOCOMBE: It has to be subsidized, that is true.

THE CHAIRMAN: What would it be in terms of mill rate?

MR. SLOCOMBE: I couldn't tell you that. I could tell you in dollars. In actual dollars the operation at the airport is running between \$9,000 and \$10,000, subsidized by the City over-revenue. But we have been spending more than that to improve the runways and put them back into better shape, and that has been running between \$17,000 and \$18,000 over-revenue.

THE CHAIRMAN: Are there any complaints by the people who use the airport as to its lack of facilities other than the people who would like to come in in a larger aircraft than the DC-3?

MR. SLOCOMBE: Our airport is licensed up to 3,000 pounds as far as weight is concerned. However, the newer type of aircraft is being sold today, and there was quite a report in the newspaper about two or three years ago about the number of aircraft sold in the Toronto area. They are turbo-jet or pure jet which require a minimum of 4,500 feet runway. They can land on shorter runways, but they must have that. So we are restricted against that. And many flights must land in Toronto because they are brought in in much larger aircraft. If it was purely a question of getting the aircraft in and out, it is possible.

THE CHAIRMAN: But it is safety that is the important deterrent?

MR. SLOCOMBE: Yes. If they should lose an engine on take-off they need that space to stop. The airport up to this date has been serving the City quite well, but as time goes on these older aircraft will be taken off and the ones requiring the longer runway will get on. At St. Catharines two of their industries have just bought this new turbo-prop aircraft. This is the trend. I think there are some 18 have been sold in Toronto, and I think the indication is that about 80 in Canada will be sold.

THE CHAIRMAN: Is that similar to the 125?

MR. SLOCOMBE: Yes. We have some 60-odd privately-owned aircraft, which accounts for a great deal of the up and down, but we do have about as heavy a traffic in the matter of transporting executives and freight as any small community in Canada.

THE CHAIRMAN: Mr. Richardson, you have spent some time in discussing transportation rates and in discussing your harbour facilities. I wonder if you might enlarge upon that. You mentioned at one time one client advised that he could ship from Toronto to Oshawa at 11 cents per hundred, yet the same delivery from Oshawa to Toronto would cost 18 cents per hundred?

MR. RICHARDSON: Yes. I think there has been some difficulty at our end to actually pin down this transportation rate differential. I would suggest that Mr. Williams, our Industrial Commissioner, is more familiar with that aspect of it and I wonder if he could possibly comment on it?

MR. WILLIAMS: The question of transportation rates came up as to the harbour. We have in the past two and a half years endeavoured to make -- and I am talking about steamship companies, and so on -- improvements, and we felt from our prospecting that it has created a reasonable amount of interest. The example of 11 cents versus 18 cents, this is a case where the Port of Toronto is well

established as a port; the port is doing the negotiating. The Port of Oshawa has not built up this traffic at the present time and the customer is required to negotiate his own rates. I will give you an example of a company that wanted to bring 5,000 tons of steel into the Toronto Port to make distribution to Toronto and possibly Oshawa customers, and they told me that they could make the shipments from Toronto to Oshawa at 11 cents per hundred, but if they brought the 5,000 tons here there is this 18 cents per hundred differential. This makes it very tough for us, of course. The indication I have from talking to people is that if they could have the volume they could establish a better rate, and it is difficult to have this volume if the rate is as at present. I was down talking to people and they said, "From the point of view of your harbour costs, we think you would be competitive". But when we investigated a few years ago we found that our rate was 40 cents from Oshawa to these eastern points, and from Toronto they had a quote of 25 cents. These are two illustrations with respect to the rate.

MR. RICHARDSON: I might add to that that we felt that you as a Government study group could look into this problem better than we could. We have endeavoured to, but we ran into a number of blind alleys.

THE CHAIRMAN: I noticed in your comments you said that what is good for Oshawa is good for the region. Your last comment was that although this was a presentation on the part of the City prepared by your Committee, it really went beyond the needs of the City itself, it also included the surrounding perimeter area to some extent.

Is there anyone in the audience who would like to add to the City of Oshawa's very excellent presentation?

In that case, ladies and gentlemen, we shall proceed to hear the Township of Pickering. Our thanks to you, Mr. Richardson and gentlemen present with you, for your very excellent presentation. I would hope you might stay with us and that we might hear some questions after the next presentation.

MR. RICHARDSON: Thank you very much, sir.

SUBMISSION OF

TOWNSHIP OF PICKERING

Appearances: C.W. Laycox,
Reeve, Township of Pickering
John Faulkner,
Planning Director,
Township of Pickering

MR. LAYCOX: Gentlemen, I would first like to thank this Board for the opportunity of presenting this brief. This brief was prepared by my Planning Director, Mr. J. Faulkner, Mr. Douglas Plitz, Township Clerk and myself, and I have asked Mr. Faulkner to join me today with some visual aids.

I am going to dispense with the Table of Contents and refer immediately to our Terms of Reference in Section One.

TERMS OF REFERENCE

a) Study Directive

WHEREAS the Metropolitan Toronto and Region Transportation Study, under authority vested in it by the Province of Ontario, have invited submissions of briefs on one or all of:

- 1) The type and location of transportation needed in the future.
- 2) The degree to which transportation availability and flexibility affects economic development and land use.
- 3) The policies of the different levels of Government needed to resolve transportation problems.

b) Pickering Township Council Direction

WHEREAS by item 1 of the Council minutes of July 5, 1965 the "Study" request for submission of briefs was referred to the Township Planning Board.

c) Pickering Township Planning Board Direction

WHEREAS by item 12 of the Planning Board minutes of July 14, 1965, the Board directed the preparation and submission of the appropriate brief.

d) Notification of Brief

WHEREAS in accordance with the "Study" request to file advance letters of intent, and such notice having been filed under date of July 15, 1965.

THEREFORE the following is herewith tendered for consideration and such action as is considered appropriate and desirable. In order to properly evaluate the facts and proposals being submitted, a brief background has been included as well as a map to indicate the relationship of Pickering Township to the Metropolitan Toronto area.

SECTION II

HISTORICAL OUTLINE

The Township of Pickering was established in 1792. Initially, it was known as Edinborough Township, but this name was later changed to Pickering. The Township was first surveyed in 1791. Later surveys were carried out in 1833 and 1854.

Settlement began about 1800. Originally, a good part of the Township was given over to military grants, especially that part along the lakefront. Many of these grants were not settled, although officially they were considered occupied. The first known settler is thought to have been the Irishman, Duffin, who built a cabin near the site of the present Village of Pickering, between 1788 and 1791. It is after him that Duffin's Creek is named. The first grist mill and the first saw mill were also located in this general area. In 1808, a tavern was built near the bridge over Duffin's Creek.

For a long time the main road through the Township was Highway No. 2. Initially, this road was built as part of the original Dundas Street. In 1799, Danforth Road was opened (then known as Cornwall or Front Road) and in 1816 it was considered to be a "good dirt road".

This route was assumed as a Provincial Highway in August 1917. Highway No. 7 which crosses the northern part of the Township -- I think we erred in saying the northern part of the Township, Mr. Spooner; it should probably be the central part of the Township -- became a Provincial Highway in 1927, while Highway No. 401, or the MacDonald-Cartier Freeway, as it is now known, the trans-provincial controlled access road, was opened in 1947. Highway No. 401 has largely replaced Highway No. 2 as a through route, thus relegating the latter to one of mainly local importance.

The Canadian National Railway line crossing the Township, was opened in 1856, while the Canadian Pacific Railway line was opened about 1890.

Of the communities which developed in the Township, two are now organized. The Village of Pickering which was settled before 1812 but largely developed after 1834, became a Village on March 1, 1953. Ajax however, was largely a World War II and post-war development being erected from an Improvement District to a Town on January 1, 1955.

The community of Claremont, which was known as Noble's Corners until 1851, developed as a crossroads community. In 1890, when the C.P.R. passed about one mile to the north, a second community, North Claremont, developed. Together these two communities have prospered. Brougham, the seat of the Township offices, originated as a post office and developed as a service centre for the surrounding area.

Incidentally, Mr. Spooner, we refer to Brougham as being the seat of the municipality. We would hope in the not too distant future the seat will be located between No. 2 Highway and Brock Road.

The population of the Township has trebled since the turn of the century and the greater part of this increase has taken place since World War II. The major growth in the population has occurred due to development in the southwestern parts of the Township which consists, for the most part, of one-family dwellings on large unserviced lots. This is an over-spill population from Toronto and by far, the greater proportion find their livelihood in the Metropolitan Toronto area. We find that roughly 85% of the entire population of the Township of Pickering commute to and from Toronto to their jobs.

SECTION III

STRUCTURE AND ORGANIZATION

a) Local Administration

Pickering Township is administered by an elected Municipal Council, on the basis of a two-year tenure of office. The Council is composed of a Reeve, Deputy-Reeve and five Councillors, one elected from each of five wards, into which the Township has been arbitrarily subdivided for administrative purposes.

b) Physical Location

The Township of Pickering has an area of 67,880 acres (I think this is a feature that is very significant, the large area covered by the Township and the lack of arterial roads through it), commencing at the north shore of Lake Ontario and extending northerly some 14 miles along the easterly limit of Metropolitan Toronto and the Township of Markham, with a frontage of 9 miles on Lake Ontario, and forms the largest and most populated Township in the County of Ontario with a complete fulltime municipal staff to augment the policies and directions of the elected representatives. Within the boundaries of the Township are located two self-administered municipalities, namely the Village of Pickering and the Town of Ajax.

With your permission, I would have my Planning Director come forward and indicate on his visual aids what I am referring to.

THE CHAIRMAN: Yes, we would be very pleased.

MR. LAYCOX: Mr. Faulkner has in his possession what is referred to in the brief as Annex "A" which gives an indication of where the two outside municipalities are located within the boundaries of the Township.

c) Population

The population of the Township has been increasing at an approximate rate of 2,000 persons per year. This steady annual increase is anticipated to rise sharply as municipal services become progressively more readily available and transportation facilities more convenient.

Of the 1963 population of 21,891, over 15,000 reside in School Area No. 2, being an area of 19 square miles abutting the east limits of Metropolitan Toronto, in the southerly portion of the Township.

Would you point out, Mr. Faulkner, the area defined on the map as School Area No. 2?

MR. FAULKNER: School Area No. 2 is approximately that portion, Lake Ontario, the Township, Scarborough Township, Markham Township, roughly nine miles by 14 miles. Area No. 2 is approximately half by quarter north and south.

MR. LAYCOX: It is estimated that by 1980 our population will be 57,000. Therefore our growth staging as planned should show about 45,000 persons will live in School Area No. 2. Previous independent surveys support the statement that 87% of the wage-earners in School Area No. 2 obtain their employment within the Metropolitan Toronto Area, not within Pickering Township.

d) Population Trends

<u>Year</u>	<u>Population</u>
1809	180
1850	6,074
1871	6,042
1901	5,211
1921	4,407
1943	5,467
1953	11,045
1963	21,891
1964	24,360
1965	26,380
1980	57,000

The Township has gone through a transitional period.

Pickering Township is at present plagued with the transition and growing pains of changing from a rural area and rural thinking to a partially urban and partially rural area, with all the problems related thereto, compounded by legislation not suitable to such circumstances. Reference is made primarily to assessment and taxation regulations and the high cost of major municipal services

and the inefficient legislation with respect to Metropolitan Toronto expenditures and desires within the fringe municipalities. To further compound this situation, development in Metropolitan Toronto of an industrial and commercial nature enhances their tax structure to a noticeable degree, but imposes "the eating end of the horse," residential development of an urban character upon the "fringe" area.

I have been accused oftentimes, gentlemen, of selling the Township and in so doing trying to let the Metropolitan authorities see what a nasty mess the financial situation is; and as the industrial growth goes west, we being in the east, would hope that the industrial growth would come our way some of these days.

THE CHAIRMAN: What has been the industrial development in Oshawa? Has it been easterly?

MR. LAYCOX: I would hesitate to answer this question, Mr. Spooner, not being too familiar with the industrial growth which has been going on in the City of Oshawa. We do find, and I would refer to Mr. Slocombe, that the industrial development basically is related to the area which is south of the MacDonald-Cartier Freeway and at both the east and west ends. The major industrial centre is in the southeast sector where the Port of Oshawa forms the southern gateway.

THE CHAIRMAN: There is quite a large area around the Port which is not industrialized. Is it largely agricultural?

MR. LAYCOX: Yes, there is quite a large area.

a) County

Pickering Township forms a major portion of the County of Ontario, having the largest taxable acreage (total township 67,880 acres); the largest population and assessment, second only to the City of Oshawa; and the largest percentage of street mileage, being approximately 15%. Within the Township are 392.3 miles of roads composed of 48 miles of Provincial, 39 miles of County and 305.3 miles of Township roads, very little of it has been surfaced either by macadam or surface treatments.

The Township roads consist of 34.3 miles paved (it is mostly in the last four or five years that the roads have been attacked with a program of hard surface), 21 miles surface treated, 196 miles of gravel and 54 miles unimproved. In addition, there are 7 miles of lanes. Representation on the County Council is achieved by the Reeve and Deputy-Reeve, having seats thereon and active participation in the various committees and boards of the County Council ensures close co-operation. This level of government, it has been stated, is superfluous in the light of modern day mobility, communications and governmental trends, but also fulfills a definite need for co-ordination and guidance in areas such as Ontario County, where

levels of development in the various parts are widely divergent, and should include transportation co-ordination particularly with adjacent large municipalities. We are part of the Metropolitan Toronto Planning Area. We are bounded on the east by the recently established Lake Ontario Planning Area, and no later than three weeks back we had a joint meeting with both the planning areas and ourselves, I think primarily to find out which way we are going. We feel we are being put in the squeeze between two large planning areas, and I think our brief later on gives you the reason why we think that way.

b) Planning Boards

The Township of Pickering lies within the jurisdiction of four separate and distinct levels of authority with regard to planning and general development matters. Each of these jurisdictions have different levels of authority and interest by Statute, but in practice all must consider the same basics and sphere of influence on any matter.

(i) Starting at the lowest level, or grass roots, the local Township Planning Board has responsibility and regard for the physical, social and economic conditions of the Township as well as the general will of the ratepayers, the specific policies of the elected Council and the influence of all matters before it, on the present and future well-being of the Township. Being charged with these responsibilities, the local Board, in practice, has recommendation authority only, to the local Council. The Council, being the voice of the Township, must of necessity reconsider each item placed before it by Planning Board prior to sanctioning its onward transmission. This also, in effect, amounts to recommendation authority only due to the higher levels of approval imposed upon all development procedure.

(ii) The County level of government is in a position to superimpose additional restriction, restraint, co-ordination or guidance upon the actions of the municipalities within its jurisdiction. In the County of Ontario, fortunately, this additional restraint has been minimal, with the Township of Pickering setting the pace and acting as a guide to the other municipalities. We do not refer to the City of Oshawa when we say we act as a guide to other municipalities.

THE CHAIRMAN: You are the dominant municipality in the County organization, whereas the City is not.

MR. LAYCOX: That is right.

On this basis, the County level may be classified as non-active as an existing level, but must definitely be considered in any future or proposed deliberations.

(iii) Pickering Township is one of the 13 "fringe" municipalities comprising the outer ring of the Metropolitan Toronto Planning Area. This membership imposes a level of restraint without compensation, on the activities of the Pickering Township. The authority vested in this level is again one of recommendation only, as executive action is possible only where ultimate authority exists.

The Metropolitan concept is one basically of co-ordination, but due to its weighty position in practice becomes a dictatorial and overriding authority to the Township policies. Such items as future development upon which any municipality is critically dependent for its very existence, is dictated by the Metropolitan 'draft' Official Plan, which does not provide for any compensation or assistance to alleviate the impact of vast "conservation areas" and very restricted industrial development opportunities thus imposed. Within the boundaries of Pickering Township we have what is known as the Greenwood Conservation Area, the Claremont Conservation Area. The recent acquisition by the Metropolitan Toronto Parks Board and, along with the Provincial Government, the Moorelands, this is imposing upon our Township problems in the upkeep of roads, too, where we have as many as 20,000 people visiting these conservation areas during one weekend.

This draft Official Plan implies that such financial or other assistance is required and that the form of the Metropolitan government permits such assistance, but the Plan does not suggest either how or when it might occur.

(iv) The Minister of Municipal Affairs for the Province of Ontario is the first level of authority where executive action

is possible and then is within only very narrow limitations. All matters outside of these narrow limits require a further authority to resolve. The powers of the Minister are defined by the Planning Act, R.S.O. 1960, Chapter 296, and therefore are not reiterated herein.

(v) The pinnacle of authority within the present Provincial structure, in respect to all planning matters, lies with the Ontario Municipal Board and the discretion of its membership. This final or executive authority is only open to the basic or grass roots Planning Board after consideration of its proposals by all intermediate authorities, all of whom may only further recommend.

(vi) With the advent of the Metropolitan Toronto Planning Area, a level of government was imposed which, while having many responsible charges, does not have the authority of implementation and compensation, and thus have assumed a function properly the sphere of jurisdiction of the Provincial authorities and the Community Planning Branch of the Department of Municipal Affairs for the Province of Ontario. Should this "regional" type of Development Authority be desirable, as strong opinion indicates, then possibly the municipal level of Planning Boards should be re-organized into an active and authoritative County level Planning Board.

I have given you an outline, sir, of what some of our problems are and relating to what we hope you think are related to the transportation problems we have in the Township of Pickering.

STATEMENT OF PROBLEM

The Township Council, in progressive stages, has regulated development and constantly attempted to satisfy the requirements of today in a manner beneficial to tomorrow and achievement of the overall objectives. Industrial development is uppermost in all minds and constantly being encouraged in all manner open to a municipal corporation. At this time of writing, two large deterrents to this necessary industrial development are municipal service and transportation. Due to the weight of influence imposed upon Council by the urban dormitory development for residential "city type" services, such as water, sewers, public transportation, convenient road and interchange systems and

reduction in travel times, by the labour force of Metropolitan Toronto residing in Pickering Township, the industrial services are unable to progress with the required speed desirable. I think what we are talking about there, sir, is the fact of the intolerable imbalance of residential as opposed to industrial assessment.

A burden has thus been imposed on Pickering Township such as to retard the only logical solution to the situation now facing it, namely the lack of industrial assessment and its related productivity. Proper and convenient access is essential with or without municipal services in order to attract and retain industrial-commercial, as well as controlled residential development. Being a fringe municipality creates an involuntary situation of "keeping up with the Joneses". Metropolitan Toronto Planning proposals, particularly with respect to roads are confined to Metropolitan Toronto proper, as if the mutual boundary resembled the "Berlin Wall". This places Pickering Township in the position of having to pick up where Metropolitan Toronto left off, in offending transportation easterly.

I would ask Mr. Faulkner, sirs, to point out exactly what is happening to us under the Metropolitan Official Plan of roads and indicate what is happening in the west in relation to what is happening in the east.

MR. FAULKNER: I think what the Reeve is trying to indicate here is that the Metropolitan Transportation Study proposes three occurrences with respect to Pickering Township, and the one of most impact is the extension of Lawrence Avenue to connect up with our base-line. The second one is an interchange over 401 at the Brock Road. The third one is a junction between Finch Avenue in Scarborough and Finch Avenue in Pickering Township. The second map gives a brief indication, a skeleton outline of the roads. The westerly section has a fair abundance of roads; the comparable easterly section of the Township has one road only, Highway 401, with No. 7 Highway still being a two-lane provincial highway.

MR. LAYCOX: The justification of this is that with the exception of indicating additional interchanges on the Mac-Donald Cartier Freeway, a future extension of Lawrence Avenue and the realignment and reconstruction of Highway No. 2, no additional road routes are proposed to accommodate population increases or increased traffic to the recreational areas which are to be provided in Pickering Township for the Metropolitan Toronto area. All remaining east-west and north-south routes have been left as a local or County responsibility. The proposed commuter service will affect and add to the desirability of locating in Pickering Township, but the internal accommodation of additional movement has not been acknowledged nor accommodated.

a) Population Distribution

The Metropolitan Toronto and Region Transportation Study report, figure 3 - "Population Distribution", indicates a decrease in the percentage of population growth in the western Metropolitan Toronto area, with an increasing growth in the eastern area. This change in densities is also reflected in figure 7 - "Employment Distribution", and figure 8 - "Employment Change". Although the maps portrayed do not extend to Pickering Township, it is suggested that a comparable change will also be evidenced in this municipality.

b) Accessibility - Expressways

Figure 31 - "Recommended Transportation Plan", portrays a network of existing and future expressways servicing a western Metropolitan Toronto fringe and south-western Ontario, consisting of Highways 401, 403, 407 and the Queen Elizabeth Way. To the east, only existing Highway 401 is indicated, thus the west is provided with modern, convenient and diverging vehicle routes, whereas the east must further fade into the background with one major route only, that of the MacDonald-Cartier Freeway. If development is to follow the prediction in Comment 1 above, convenient access must be provided accordingly. Human nature takes the path of least resistance.

A look at the bare expressway network portrays a system of three east-west routes through the dense Metropolitan Toronto area linked by the looping of Highway 400 and supplemented by Highway 27 on the west. No such supplementary route exists on the east, between the Don Valley Parkway and Highway 12, a matter in miles, I would say, roughly speaking, of 35.

Combined with the eastern terminus of the projected commuter service, an easterly extension of Highway 407, to Brock Road and southerly to join 401 is indicated. This would provide a logical terminus of Highway 407, complete the greater Metropolitan Toronto expressway loop system, provide for the ultimate development contemplated for the eastern fringe and facilitate the ultimate extensions necessary to service Southeastern Ontario.

c) Accessibility - Major Arterial Roads

The recommended transportation plan proposes that Sheppard Avenue and Finch Avenue be joined across the Rouge Valley to meet Highway 2, west of Pickering Village. These are indicated as 120 foot rights-of-way. The present Township policy is to acquire the necessary road allowances as development progresses. From Church Street in Pickering Village easterly Highway 2 is similarly proposed. The link between these is indicated as a 66 foot existing allowance. What we are saying here is that as consent is granted by the Planning Board, we insist we require 120 feet road allowance. Such a situation would appear to constitute

a built-in bottle-neck and to be totally unsatisfactory. Either provision should be considered for the widening of this link or an alternate by-pass route established to which development could adhere.

d) Timing

It has been noted that the eastbound traffic on Highway 401 has increased appreciatively during 1965 with one account stating a 28% increase. The 28% increase would appear to come from Markham Road East on checking those figures.

With the completion of the widening and straightening of Highway 2, the commuter train terminal; the increase of industrial employment in Oshawa, Ajax and Pickering Township; and the proposals for multiple-family densities in the Frenchman's Bay and Rouge areas, considerable alteration, both new and reconstruction of connecting routes to collect and disperse traffic is essential. The timing, responsibility for construction, and financing of the integral and allied parts of the transportation system must form a part of any study report and resultant program.

e) Liaison

The complexity and inter-weaving of governmental levels, committees, boards and agencies has in itself, created a situation of unco-ordinated activity. The introduction of a further hurdle would seem ill-advised. However, until transportation and land use are administered on a provincial regional basis, a lower level of liaison is compulsory. Each municipality should be encouraged to appoint a committee to internally co-ordinate all aspects of road development. A simple composition would be six members; three elected, being the Reeve, Roads Committee Chairman, and the Planning Board Chairman, and three Township officials, being the Engineer, Planning Director and Police Chief. Such a committee should have inter-membership with the complementary organization of all border municipalities. In this manner, a regional type of co-ordination could be achieved.

That is the brief we have submitted, Mr. Spooner, with the exception of our recommendations. Rather than go any further into our brief, I would like to end by elaborating on our recommendations:

- 1) That Highway 407 be extended easterly to the east limit of Pickering Township, with a southerly connection to Highway 401 via the Brock Road and Brock Road interchange. (See Annex "B" attached.)

Highway 407 is proposed to come into Markham Township, stop short of Pickering Township. Our proposal is that it should continue at least easterly as far as the Brock Road, that an inter-connection between No. 7 and 407, as it is to be known, and 401 should take place, namely along the Brock Road. This would provide a continuous loop, linking up with Highway 27, the Queen Elizabeth Way and Highway 401 and Brock Road. The traffic could come from the east, and if they don't wish to go through the City, they could use the provincial highway, Brock Road; and coming west a similar situation exists with Highway 27.

I might add to that, sir, that there is some indication that the Fourth Concession of the Township of Pickering will, in the next year or two, be brought up to D.O.T. standards from the Whitby Town Line to the Brock Road. If this is the case, this gives good access.

THE CHAIRMAN: How long have these conservation areas, recreational facility areas been open?

MR. LAYCOX: A minimum now of six years. When I say a minimum, it could be more than that.

MR. FAULKNER: One is open. This one is not open.

THE CHAIRMAN: You mentioned earlier about 20,000 visiting the conservation areas?

MR. LAYCOX: Yes, on a weekend.

THE CHAIRMAN: That is persons?

MR. LAYCOX: Yes, actual persons.

THE CHAIRMAN: That would be 4,000 automobiles or something like that?

MR. LAYCOX: There have been numerous days when they had to turn some away, there was no parking space available. I continually think of this as a development road, Greenwood Road, and as far back as 1960 we suggested that the Government take it over and develop it. It is sub-standard. The program is to take that concession road in 1971 and probably reconstruct in 1972, but it is a long way in the future.

2) That the 'link' between Highway 2, west of Pickering Village with Highway 2, east of Pickering Village be determined either by right-of-way widening or designation of a realignment (i.e. By-pass).

MR. FAULKNER: We have Township Highway No. 2 coming in, we have Finch Highway coming across, both 120 feet rights-of-way, going into strips here, widening out here again to 120 feet right-of-way.

MR. LAYCOX: As you probably know, No. 2 Highway is in the course of construction from Scarborough Town Line, and this could create a bottleneck.

MR. FAULKNER: This little stretch in here has been reconstructed.

MR. LAYCOX:

3) That a program of timing, construction responsibility and financing be prepared as an integral part of the study report.

Before we get away too far from Brock Road, I have talked with the Department of Highways and it has been indicated that probably one way out of our dilemma is the construction of a full cloverleaf at Brock Road and 401. The day is coming very close when we will require this type of construction to handle the type of traffic we hope to get.

4) That each participating municipality be urged to constitute an advisory committee on road and transportation development.

5) That legislation be enacted sufficient to permit the augmentation of the study report proposals.

THE CHAIRMAN: What would be the reason there, the lack of legislation?

MR. LAYCOX: The fact is that we have continually for a number of years asked for a number of overpasses on 401. The congestion on that road -- our labour pool overpass goes into that heavily populated area. The traffic count there in May was 6,900 cars per day; in November it was approaching 10,000 per day. We don't even have stoplights at that corner. We apply through the County, and if the County is unable to do it we have to do it ourselves. And again where the traffic has increased to 9,000 per day at the Sheppard Avenue - No. 2 intersection. It is impossible to get out of the West Rouge area in the morning and coming in at night. The commuter station at Rosebank Avenue has not been included in the Study, and we think it should. Mr. Faulkner could indicate that.

MR. FAULKNER: To answer the question you posed, the thought in mind was that it is our understanding that

Metropolitan Toronto can basically only spend funds within the limits of Metropolitan Toronto, not within the limits of a planning area of which we are a part. But I expect a proposal in their plan to propose a transportation study such as the improvement of the Moore property, and that sort of thing, to bring traffic into Pickering Township is the partial answer to the problem of the extension of Finch Avenue. The question is: who is going to construct it? The point was to allow Metropolitan Toronto to expend funds outside of the Metropolitan Toronto limits. There are two stations to service Pickering Township, one in Port Union, and the second one is the terminus, the eastern terminus of the service at Dunbarton. We feel that a third station in the Rosebank area is quite desirable.

This river here effectively cuts off east-west movement except by 401 of Highway No. 2. You have a subsidy branch further to the east which again isolates another area which we call our Rosebank area. In this case there is no interchange to 401, so it is reduced to simply No. 2 access. In order to use the commuter service you would require to come to Highway 2, go west to Port Union and south to the station, wherever it may be, or across 401 Highway some way or other into the Dunbarton Station. This area looks relatively small, and I admit it is relatively small. It is also a related area to a larger area. We feel there is a very strong case for a commuter station at the Rosebank site. I would suggest that future development of the Moore Estate would more than compensate for it.

On this scale of map, sir, it is one mile, and this distance is four to five miles probably. There is a single outlet. It is not a controlled intersection. This would entail a right turn to Port Union.

THE CHAIRMAN: If you could sort out the traffic so that everyone could have the use of the highway, but that doesn't work out.

MR. LAYCOX: As you know, 401 is very heavily travelled, and the Rosebank area has one means of getting out, and the same condition exists in the West Rouge area, they have but one way to get out, unless they use a substandard road.

Thank you, gentlemen, for giving us the opportunity of presenting this brief. I have one extra copy with all the appendices added.

THE CHAIRMAN: Thank you, gentlemen. May I, on behalf of my colleagues extend our appreciation for the presentation of your brief on behalf of your Municipality. We appreciate very much that you and your Committee have done a tremendous amount of work in preparing this material, and we want you to know how much we appreciate your co-operation. If you want to sit down, there may be some questions that you can answer. Mr. Duncan?

MR. DUNCAN: I was very much surprised that of the total working population of Pickering Township 85% commute westerly.

MR. LAYCOX: That is quite right.

MR. DUNCAN: And this congested area, that 87% commute westerly. Have you any idea, of all these people, how many of them go into Toronto, the centre of the City of Toronto and again to Scarborough on so on?

MR. LAYCOX: I don't have a breakdown as to how many go to Scarborough or East York, and so on.

MR. DUNCAN: Have you any idea?

MR. LAYCOX: No, I have no idea. I would think that the greater proportion of 85% would go right into the core of Metro to work. Of the 87% that go up to that area, up to 98% come east to Oshawa or Whitby. We are going to suggest that a third line be created to Oshawa.

MR. DUNCAN: You mean another rail line?

MR. LAYCOX: Yes. That is up to the railroad people, we know that.

THE CHAIRMAN: Has there ever been any data acquired as to the salary classification of the residents in your Township? I notice that in the Goldenberg Report in Metropolitan Toronto there were a lot of tables dealing with averages, I suppose.

MR. LAYCOX: The only figures I can supply -- and this is from memory -- that the West Rouge is reputedly a more exclusive area in the Township of Pickering, and the population in there consists of, I think, from the junior executive level on up. Some figures were arrived at which indicated the average salary was between \$6,000 and \$7,000 per year in the West Rouge area. In the Bay Ridges area, which is the most heavily populated area, we are talking about an average of \$4,600 to \$4,800 a year. I have found that it is impossible to get by under \$40 to \$50 a month when parking downtown. It is a matter of 25 miles from Bayridges to Dundas and Yonge, for instance. Further, if you use 401, there is a direct route through Danforth Avenue. But \$40 a month is what it costs me to go downtown. Now, it is costing these people in West Rouge more. There is a bus service on Highway No. 2, and I was recently able to get the Gray Coach up to the West Rouge area.

Transportation problems in the Township of Pickering are in a serious, critical situation. It is very urgent, I think, that something should be done.

THE CHAIRMAN: You make some recommendation with respect to a committee composed of county and municipal people

to co-operate with our Study group, I suppose?

MR. LAYCOX: I think we are out on the left field in this. The County of Ontario has recently completed, along with the Roads Commission, a Roads Needs Study, and through this I think if a committee was formed we would get the information.

THE CHAIRMAN: What do you think would be the financial position of your municipality in five or ten years? Apart from the matters of transportation there are the problems of other municipal services. Do you see the day when those will be readily available at a reasonable price?

MR. LAYCOX: I don't foresee the day within 10 years, Mr. Spooner. The nuclear hydro plant that is now being constructed will no doubt affect some industry.

THE CHAIRMAN: Yes, not only the workmen who will be there during the construction period, but there will be the result of the operation of this hydro plant.

MR. LAYCOX: Hydro are importing from the switching dam, Douglas Point, they are importing technical people. They are technical labour, but they are paid a little higher than ordinary labour. It may be that Hydro will underwrite the high-rise apartment. It will only employ 180 people, that is for the two reactors, but I understand there will be four and then there will be six, and this could be a continuing thing for many years to come. So we are in the position where we must provide living accommodation for the technical people. The technical people are now thinking of 20 years in the Township of Pickering, so they are looking for accommodation. So if the Hydro does draw much needed industry into Pickering Township we must have residential development. We have recently, by resolution in Council, asked for some assistance from the Ontario Water Resources Commission, because we must expand our water resources. At the present time we are not in the best position, but we have recently completed a water study, and that water study on a four-phase operation could give everything we require in the Township of Pickering. We would like to embark on a sewage study, but here again it is a question of cost. We have to live on the general rate. The present generation are paying for what the future generation is going to get.

THE CHAIRMAN: May I refer you to page 12 of your presentation. In the first sentence you say:

"The authority vested in this level is again one of recommendation only, as executive action is possible only where ultimate authority exists."

You did say not. I just wondered if you intended to say that.

MR. LAYCOX: No, I did not, Mr. Spooner.

MR. MacNEE: I have a couple of points. Perhaps it was more a hope than anything else, but on page 17 you refer to the Metropolitan Toronto and Region Transportation Study report. I believe that is the Metropolitan Toronto Planning Report, because we have not yet reported.

MR. LAYCOX: That is right.

MR. MacNEE: Coming to this 28% growth of traffic referred to on page 19, the reason I am interested is that our data indicates we have had about a four per cent growth, and I was wondering where the 28% came from?

MR. FAULKNER: That came from a newspaper quote, from one of the Toronto papers.

MR. LAYCOX: I heard this verbally from someone in the Department of Highways. Traffic counts on both 401 and Sheppard and No. 2 and Sheppard, if these were included, I don't know, but someone did say there was a 28% increase from Markham Road to Pickering and Oshawa. This is nearer. I think it is quite obvious if you stand out there on a weekend, the traffic is fantastic.

MR. MacNEE: What happens is that an isolated count is taken this year as compared to an isolated count last year, and if the one this year is taken on a holiday weekend and if the one last year was on a weekday, you could get very wild differences.

That is all I have.

THE CHAIRMAN: Before proceeding to the next presentation, I wonder if the representatives of the City of Oshawa have anything to say about the presentation of the Township of Pickering? Not that I want to start an argument between you as to anything contained in either of the briefs, but in case there might be points that could be amplified or broadened in our understanding. Mr. Richardson?

MR. RICHARDSON: I don't know really that we are in a position to comment particularly. It would seem that our approach to this type of problem has been to rely on our studies, our transportation study, which we are following very closely in our road development, and this, taken with the study undertaken by the Department of Transport, is we feel, quite sufficient in developing transportation plans. We are satisfied to accept their judgment. I don't think this should be misconstrued that

we don't have anxieties now and then that they are going to provide us with sufficient road capacities to provide our needs, but I do feel that they are employing similar techniques to what we are employing here, and this seems to be the difference between our own and that of Pickering Township.

I don't feel we are in a position to comment on anything they have said in their presentation.

THE CHAIRMAN: Thank you very much, Mr. Richardson. Would the Technical Director of the Study, Mr. Schmidt, have any questions to ask of either municipality?

MR. SCHMIDT: No, Mr. Chairman. Both of these municipalities have been very helpful in providing information which we can follow up to verify.

MR. GANONG: No questions, sir.

THE CHAIRMAN: Ladies and gentlemen, we shall now hear the verbal presentation from the Citizens' Committee of Creek Valley Conservation. Who represents this organization? No one having come forward, I presume, therefore, that we cannot hear them.

Is there anyone present who wishes to make any further comments? In that case, may I take this opportunity on behalf of my colleagues to thank each and every one of you for being here this afternoon. You can rest assured that the briefs which have been presented, the discussion which has taken place, will all be analyzed by our officials and ourselves, and in due course of time I am sure what you have presented to us will be of great value in this Study. I thank you very much for being here.

There being no further business, the meeting is adjourned.

--- Adjournment

Proceedings of the hearing held
at the City Hall, Hamilton, Ont-
ario, on Thursday, the 25th day
of November, 1965.

P R E S E N T :

THE HONOURABLE C.S. MacNAUGHTON, Minister of Highways	-- Chairman
--	-------------

R.D. COWLEY	--	Chairman of Technical Advisory Committee
D.F. TAYLOR	--	Member of Technical Advisory Committee
A.R. SCHMIDT	--	Study Technical Director
J.A. VANCE	--	Study Transportation Systems Engineer
BRYN LLOYD	--	Study Administrative Officer

--- On commencing at 2:00 p.m.

THE CHAIRMAN: Mayor Copps, ladies and gentlemen, if I may, with your permission, make a few remarks before we start the hearing.

As a member of the Executive Committee of the Metropolitan Toronto and Region Transportation Study who will be acting as Chairman of this meeting, I would first like to introduce the other members of the Study who are with me:

Mr. Cowley, the Chairman of the Technical Advisory Committee; Mr. Taylor, a member of the Committee, and we have two members of our staff, Mr. Schmidt and Mr. Vance.

On behalf of the Study I would like to thank you, Mr. Mayor, for being our host and providing these facilities.

To the parties who will be presenting briefs today, I would like to express the appreciation of the Study for coming here. We recognize that these briefs require both time and expense to prepare, and they reflect the interest that you have in problems relating to transportation. Whatever the views expressed, we shall be deeply grateful for having this opportunity to hear and discuss them with you.

The Metropolitan Toronto and Region Transportation Study is something of an unique organization in this field in Canada. This is the first time that transportation problems have been subjected to such a close examination on a broad basis.

You are aware, of course, that the region covered by this Study covers a 3,500 square mile area bounded by Hamilton and Guelph on the west, Barrie on the north and Oshawa on the east.

The Study was created by the Ontario Government almost three years ago to recommend general policies concerning transportation and to devise a co-ordinated transportation plan for the region. A great deal of work has been carried out in the intervening period in such fields as inventory and classification of transportation facilities; the gathering of data on the movement of persons and goods; the study of land uses, population and economic factors affecting transportation; and special feasibility studies for such projects as the possible use of rail commuter facilities. I mention this because these are samples of the work being carried out. We have now reached the stage in the Study project where we would like to hear some expressions of opinion on transportation from people who live and work in various sections of this broad region. These views will be closely examined in relationship to the aims of the Study that I have previously outlined. It is not the intention of the Study to

make a report on these hearings or make any recommendations arising from them alone. They are a single part of the overall effort that is being put into this Study, and pertinent factors arising out of the hearings will be considered in preparation of the final Report which will be presented to the government in the early part of 1967.

We shall be conducting these hearings, Mr. Mayor, ladies and gentlemen, on an informal basis. Maps have been provided, and if there are any points in your presentation where they can be used for clarification, please feel free to do so.

In presenting your briefs we would ask that they be read into the record. We shall reserve any questions until the conclusion of the reading, and when the question period has ended we ask that you deposit your brief with the Secretary.

Two briefs will be heard this afternoon, one from the City of Hamilton and one from Burlington.

Mr. Mayor, we will be very pleased to hear from the City of Hamilton.

SUBMISSION OF

THE CITY OF HAMILTON

Appearances: Mayor Victor K. Copps,
Mayor of the City of Hamilton;
The Honourable Ray Connell,
Minister of Public Works;
Mrs. Ada Pritchard,
Member of the Legislature;
Mr. Donald Ewen,
Member of the Legislature;
Mr. Norm Davison,
Member of the Legislature;
Mr. John Morison,
Federal M.P. for Wentworth

MAYOR COPPS: Thank you, Mr. Chairman. We have some people here in support of our brief whom I would like to name in order that their attendance be recorded.

The Honourable Ray Connell, Minister of Public Works; Mrs. Ada Pritchard, Member of the Legislature; Don Ewen, Member of the Legislature; Norm Davison, Member of the Legislature; John Morison, Federal Member of Parliament for Wentworth.

Also present supporting our brief are Mr. Jack Moore and Mr. Barney Gillespie from the Chamber of Commerce, and

Jim Stowe, President of the Hamilton District Labour Council and likewise here at our invitation in support of the Hamilton brief.

I might say that we have copies of the brief for the Members of the Committee, and I think perhaps I will read the brief and then distribute copies to the press.

Mr. Chairman, and Members of the Committee, although the terms of reference to this Committee -- Metropolitan Toronto and Region Transportation Study -- embrace the various means of transportation, our submission will deal only with the proposed railway commuter service. We appreciate this opportunity to make a submission to the Committee and wish Hamilton had been given this chance sooner before an announcement was made that the railway commuter service would be from Dunbarton to Burlington and would not come into Hamilton. Although it is a Metropolitan Toronto and Region Transportation Study, the Committee is predominantly Provincial Government and Metropolitan Toronto people and this part of the Region seems to be without any representation. So this really is the first opportunity we have had to submit this proposal, which should have been heard before any decision was made and announced about the commuter service. It is more difficult to change these things after decisions and announcements have been made. So the fact that we are late was not of our own choosing and we hope that the barn door has not been locked after the horse was stolen and that this will not prejudice our case before your Committee.

We are pleased to have you as our Chairman today, sir, because in your capacity as Minister of Highways you are very familiar with Hamilton's traffic problems and the financial burdens on the City in trying to solve these problems. You have always been very sympathetic in the meetings we have had about the implementation of the Hamilton Area Transportation Study, undertaken by the Department of Highways to provide a master plan for Hamilton area traffic for the next twenty years. We are very pleased that you are the Chairman of the Executive Committee of the Metropolitan Toronto and Region Transportation Study because your knowledge of Hamilton's traffic problems makes you aware of the eagerness with which we awaited fast and frequent railway commuter service between Hamilton and Toronto.

I am sure this knowledge of our problems gives you some idea of the shock to this community of the news that the long-awaited commuter service would terminate at Burlington and would not come into Hamilton. It is very difficult to understand how this service can be tested without offering it conveniently to potential users in the City of Hamilton -- the most densely populated area in the Study region outside the City of Toronto. This is like trying to market a new product while withholding it from the people who could be the biggest customers.

When the announcement was made that the commuter service would terminate at Burlington, it was pointed out that the passenger service on C.N.R. facilities could not be continued into Hamilton on a frequent schedule because of the very heavy freight traffic on this stretch of track. We propose a solution to that problem by making the T.H. & B. Station in downtown Hamilton the commuter terminal here. There are complete facilities there for such a terminal point, an excellent station, more than adequate trackage, together with facilities for the servicing of trains, the turning around of trains and the overnight storage of trains. Burlington does not have these facilities at the present time and the ending of the commuter service at Burlington would appear to require a substantial capital expenditure which would not be required in Hamilton.

In this connection, Mr. Chairman, I wanted to introduce some plans of a proposed building that is to be erected adjoining the T.H. & B. Station in the City by private developers, because it is to provide for some 250 enclosed parking spaces which would be nearby and which would be used by people using the commuter service. This seems to us to be a means of getting parking facilities built by the City without any subsidy from the Province if the commuter service were to terminate at the T.H. & B. Station, where there are track facilities.

The problem of usage of track facilities between Burlington and Hamilton does not appear to be as serious as indicated. We realize that there is a very heavy freight traffic on this stretch of track, but if the T.H. & B. Station were used as a terminal, the pressure on the use of the track would be reduced from that part between Burlington and Hamilton to that part between Burlington and Bayview, from which point trains would proceed over the T.H. & B. track to their station. It is estimated that a train proceeding at high speed would take no more than five minutes to cover the distance between Bayview and Burlington. Surely it would be possible to schedule commuter trains, at least on an hourly basis, into and out of Hamilton so that they would not interfere with the freight traffic of both the C.N.R. and C.P.R., which use the track between Burlington and Bayview. While there should be no need to re-route freight via the C.P.R. line through Guelph Junction, consideration might be given to the greater use of the C.N.R. beach strip line, which might ease the pressure between Burlington and Bayview. We have discussed this arrangement with railroad people informally and understand from them that this plan is quite practical and workable as a means of bringing the commuter service into Hamilton.

It is going to involve some study and co-operation by the railway companies, working with your Committee. We respectfully suggest that you call together, at an early date, officers of the C.N.R., who will be operating the commuter service, and the T.H. & B., and the C.P.R., both of whom are involved in the use of the facilities between Bayview and the

T.H. & B. Station. I suggest that the railway companies could assist your Committee by co-operating towards this solution. The railways have responsibilities to the City of Hamilton just as our governments have and they are not meeting those responsibilities if they advise your Technical Committee, in effect, that they are so busy using their trackage for profitable freight business for Hamilton that they cannot provide our citizens with this passenger service.

Hamilton needs this commuter service, but I don't think Hamilton needs the service as much as the service needs Hamilton. It has been stated that the policy governing the pilot study for the Ontario Government Commuter Service is to make the trial as effective as possible by avoiding makeshifts. Surely, then, the trial should provide service for the City of Hamilton.

I will stop reading the brief for a moment to quote from the Study Newsletter in August in which Prime Minister Robarts, in discussing the commuter service, said: "...that the Government had been presented with a number of alternate proposals on the type of service that could be implemented. They offered alternatives of restricted operation with sizeable savings on capital expenditure and operating costs".

The Prime Minister goes on: "We wanted it to operate under the best conditions within our powers so that it could have the fullest opportunity to prove its function and potential".

"Since the rail lines could provide a valuable addition to regional transportation," he said, "the Government felt that the project deserved a bold, imaginative approach and that a trial service based on any of the alternatives would be less than adequate."

We suggest that this is not a bold approach and it is not a good trial because the service is not going to come into the City and made convenient for the great bulk of the customers.

A survey made two or three years ago by the Ontario Government indicated that there were at that time approximately 12,000 persons moving between Hamilton and Toronto each day. The location of the commuter terminal at the T.H. & B. Station in downtown Hamilton would put the commuter trains in direct contact through the Hamilton Street Railway, with over 300,000 persons who could not be available at Burlington. There are approximately 80,000 persons on the mountain who might use the commuter service if it was in downtown Hamilton.

Through the Hamilton Chamber of Commerce, a survey has been made to get some idea of the potential for the commuter service in Hamilton. Many industrialists, business people,

lawyers, government people and others have indicated that they would use the commuter service if it is fast and frequent and available in downtown Hamilton. Our City Hall people make about fifty trips a month to Toronto on City business. They're driving now, but would use this railway commuter service here. Local ticket agencies estimate that approximately 1,000 persons are moving weekly from Hamilton to Toronto and back to attend sports events, theatre and other entertainment.

I think we all know human nature well enough to realize that these potential railway passengers are not going to drive to Burlington and then use the railway from there to Toronto, and then go through the same transfer procedure on the way back. The service has to be where the people are. I might say that the C.N.R. is running a special train to Toronto on Saturday for the Grey Cup game, and that, of course, is to go from the C.N.R. Station on James Street North rather than from out of the suburbs. They are not running it from Burlington. They want 500 or 600 or a thousand people to use it, and they know the people will use it only if it is convenient.

Extension of the service to Hamilton will help the railways. The fast, new Toronto-Montreal service they are promoting can become Hamilton to Montreal service as well. All the people I've been talking about are those who would use commuter service from downtown Hamilton to commute to and from Toronto. It's quite likely that a large number of Burlington people, travelling to work in Hamilton, would use the service if it comes right into downtown Hamilton. About 1,200 men from here work at the Ford Plant in Oakville. They could be a big market of potential users of the service, twice a day if it's available conveniently in downtown Hamilton. These people are not going to drive to Burlington, transfer to the trains to Oakville and do the same thing again coming home. They'll continue to drive their cars, because it's more convenient.

These are some of the reasons why we feel the commuter service needs Hamilton.

There's a very important reason why Hamilton needs the commuter service. Very shortly, the City will make application to the Ontario Municipal Board for approval of a big urban redevelopment program in the central core of the City. We expect that this will mean perhaps 40 or 50 million dollars worth of new construction in downtown Hamilton. It's projected on institutional and commercial needs for the next twenty-five years. The plan is designed to bring about a rebirth of the downtown area. It will be more difficult to justify proceeding with this plan if the centre of the City is going to be fragmented by putting out in the suburbs facilities as important as the commuter terminal. We need these facilities in the centre of the City near the City Hall and the Courts and the major commercial district.

In announcing the commuter service, the Ontario Government has stated that the costs of operation will have to be subsidized. Surely we want to spend these subsidies on a trial that is going to prove the service an outstanding success. A trial not providing the service in downtown Hamilton would seem to be doomed to failure because the great bulk of the potential users will not take advantage of it because of the inconvenience involved in the preliminary trip to Burlington. Even in Tokyo, with its ten million people, I understand that the famous mono-rail is losing a lot of money because the service terminated out on the fringe of the City instead of centrally where the people are.

The purpose of the railway commuter service, as we understand it, is to get more people travelling by train to and from Toronto and so reduce the overload on the highways. This can mean greater safety on the Queen Elizabeth and some reduction in the need for more and bigger highways in this part of Ontario.

The railway commuter service can only achieve this if it's made convenient and economical for motorists to park their cars and use the trains. If the rail service is not available in downtown Hamilton, it is neither convenient nor economical for those living or working in Hamilton -- the largest group of potential passengers. To bring the service into Hamilton will benefit not only this City, but the whole Province, by achieving the goals of greater safety and economy we all hope to see result.

It is in the hope that your Committee will convene an early meeting of the railways and your technical people to refine the solution proposed here so the commuter service may have its logical terminal in Hamilton that this brief is respectfully submitted.

THE CHAIRMAN: Thank you, Mayor Copps. It is a good brief.

MAYOR COPPS: Only based on its results, Mr. Chairman.

THE CHAIRMAN: It is certainly a good point of view. I can tell you that, without any equivocation, you might be interested to know that we probably conducted our investigation further than you realized. We have investigated it to the point where it is physically possible, I suppose, even under existing circumstances, to implement even a somewhat limited, curtailed service into Hamilton, at some cost. We also understand that to provide an even more extended service would cost considerably more in capital expenditure. I understand Hamilton's position, that money is spent in one place and it should probably be spent in another. I should say that our investigations up to this point have been based on the performance of the project. We can probably

demonstrate what has to be done during the trial period. This particular trial period was not conceived with the idea of excluding forever other people from the service, and we are at this point where we are pretty sure that, with the 50 mile corridor from Burlington to Dunbarton, where the physical facilities exist without too much cost and change in materials, we can do what we feel should be done on the trial.

I simply relate that to you to indicate the position of the Study. Of course, I would hope that you would agree with us that even what is contemplated is a major step in the right direction, and from this trial period we would probably be in a better position to implement what you are talking about than doing it off-the-cuff.

However, you have raised some interesting points here. We propose to continue our investigation into the capital requirements. Certainly your suggestion that we get together with the people involved, representatives of the railroads, is a sensible one. I think I can safely say that this will be done very quickly.

Mr. Cowley, have you any questions to ask?

MR. COWLEY: What was the basis for the number of spaces for parking requirements?

MAYOR COPPS: The office building is going to provide 250 parking spaces in the building, some of which would be used by users of the commuter service if it were to terminate there. I understand there is a certain outlay for parking spaces in Burlington if the commuter service is to Burlington. This would be at no cost to the service because it is going to be built within 25 yards of the station.

MR. COWLEY: Easier access to parking provided in this area.

MAYOR COPPS: Yes, because the service would come into this area.

MR. COWLEY: Have you any idea what the contemplated rates might be in such a structure?

MAYOR COPPS: I would think the normal rates for parking in this area of the City. But the developers of this project are very much interested and we could probably get a very good rate for people using the commuter service.

MR. COWLEY: On page 3 of the brief, you mention that at least an hourly basis might be contemplated for a service into the Hamilton area. I presume in saying that you feel that

that is all that is desirable, or the minimum that is desirable, or what?

MAYOR COPPS: No, all that is desirable is the same service into Toronto. But I think we would be satisfied with an hourly service during the trial period if the technical difficulties make it impossible except at great expense, to make it more frequent.

MR. COWLEY: On that same page you mention that there is a movement of persons, trips of 12,000 persons between Hamilton and Toronto daily. Is it your feeling that this is the market for the commuter rail operation?

MAYOR COPPS: That figure came from a study by the Department of Highways which indicated that only 12,000 people are going from Hamilton daily to Toronto for different purposes, and it would seem that if they are going every day and returning, that is a potential market. That is a few years ago. It has probably increased.

MR. DONALD W. EWEN, M.P.P.: Mr. Chairman, I have to agree with the Mayor. I have talked to a lot of businessmen who would use this service if it was available. But one thing he didn't mention is that there are a great many Torontonians come to Hamilton and there are at least 4,000 Hamilton people go to Oakville. There are also in Oakville people who come to Hamilton. I think the service would be well used. I am just looking for the day that I can use it.

THE CHAIRMAN: We appreciate your comments, Mr. Ewen, but what we were trying to get at is the statements in the brief, qualifications of them: if it is your feeling that the market is 12,000, you have made a statement here, what is your position on it, and so on?

MR. COWLEY: It is a two-way street, there is no doubt about it.

MAYOR COPPS: During the meeting with the railways to work out a solution, Mr. Minister, you might have a study made to determine precisely what the potential market is.

MR. COWLEY: We have done this.

MAYOR COPPS: It is very difficult to assess the market because the potential users have never been offered frequent, good service before, so to take the numbers using the existing service is no yardstick at all. I say that so that we are not tricked into using small figures.

MR. COWLEY: You have also mentioned at several places in your brief that a fast, economic, convenient service would be desirable. Can you give us a better indication of what you conjure up in your mind when you say this? What sort of cost are you talking about? Are you including the parking cost? What time element do you feel the length of trip affects the market?

MAYOR COPPS: It would seem to me that if -- and this is only a guess; we haven't researched into this -- if the service is available at similar prices to the bus rates and from the standpoint of frequency so they know they can get over there in an hour, every hour, and back, that would be the frequency, I think, to make it popular, and I think something in the area of the bus fares would be economical.

MR. COWLEY: Is the bus fare you are talking about the express bus fare Hamilton to Toronto or the local service?

MAYOR COPPS: The Canada Coach and Gray Coach fares, which I think are \$1.50.

A MEMBER OF THE PUBLIC: \$2.35, return.

MAYOR COPPS: I think the comfort of being able to go on the train would encourage people to go at the same price they are presently going on the bus and a little more than what it presently costs by car.

THE CHAIRMAN: If they really knew what it cost them to go by car I think they would go by train.

This is some very interesting information for us. I am also interested, Mr. Cowley, in your reference to these 12,000 people. Presumably the 1,000 would be part of the 12,000 that you say the market would attract.

MAYOR COPPS: I would think that is additional. I would think these people would be additional, because they are not going on a regular basis and so probably would not be included in a highway check which was made. These are people who are going to Maple Leaf Gardens to see the hockey, and so on.

THE CHAIRMAN: You have read enough about what we are projecting in terms of the service prescribed at the moment. I think, Mr. Cowley, the next sensible thing is to accept the suggestion of the Mayor that we do convene a meeting with a representative number of these people.

MAYOR COPPS: I understood you to say that you had worked something out already to provide participation in the commuter service?

THE CHAIRMAN: Certainly our investigation has indicated that a limited service is possible. We have not gone beyond that. I want Hamilton to know that we have not ignored it entirely. This more extensive service involves more than the original capital expenditure contemplated, but that can be weighed in the light of information you have given us.

MAYOR COPPS: For the sake of economy, we don't want to interfere with it if it is going to interfere with the success of the trial, and I think this justifies getting the large number of people in Hamilton.

THE CHAIRMAN: Some expense is required.

MAYOR COPPS: There are seven or eight million dollars being spent already on equipment and an anticipated subsidy of three and a half million a year.

THE CHAIRMAN: For the record, that three and a half million dollars is gross cost. It will be reduced, of course, by revenues.

MAYOR COPPS: We are tremendously enthused about the whole thing. It is a pioneer effort, as the Prime Minister said, and it would seem to be disastrous to do this without including these people here and have the thing fail. As I say, I think an hourly basis for the trial period would be fine.

THE CHAIRMAN: I say to you, Mr. Mayor, that when we direct questions it is for information which we don't have already.

MR. TAYLOR: Mr. Mayor, I wonder whether or not the survey conducted by the Hamilton Chamber of Commerce is available?

MAYOR COPPS: No, it was a discussion among members in a small poll to see how frequently they were going and if they would use the train.

MR. TAYLOR: It is all very well to say that they are moving in the direction of Toronto or to Toronto, but which part of Toronto?

MAYOR COPPS: Downtown core.

THE CHAIRMAN: I think it would be of interest to you to know that we made a survey before the fact, before the announcement was made. Of course, after the announcement was made the potential changes, and we are going to make another survey to find out the position after the fact.

MAYOR COPPS: Mr. Moore of the Chamber of Commerce has offered to make a survey if this would be of some help to you.

THE CHAIRMAN: It would be of help.

MR. TAYLOR: You made reference to the employees at Ford at Oakville. Do you know offhand when they arrive at the plant? Does it coincide with the peak hour traffic?

MAYOR COPPS: I imagine it is worked out on shifts. I don't know that.

MR. VANCE: Mr. Mayor, these 12,000 people that move between Toronto and Hamilton, do you think most of these people are moving in the off-peak hours as opposed to the peak, businessmen, the sort of person who goes to downtown Toronto and would have to arrive at the peak hour?

MAYOR COPPS: No, I think that is across-the-board traffic.

MR. VANCE: You don't have any feel of what the proportion would be in the off-peak period?

MAYOR COPPS: No. We can be a little more precise about that in the Chamber of Commerce survey as to the preference in time.

THE CHAIRMAN: The reason for this will become very obvious to you. If it is all peak hour traffic, you can understand what it would do to the equipment. Of course, we would like more off-peak period people, there is no question about that.

MR. SCHMIDT: Mr. Mayor, you mentioned a redevelopment plan for downtown Hamilton. Precisely where would this area be in relation to, say, the T.H. & B. Station, and will it be predominantly institutional and commercial or half and half, apartment, residential?

MAYOR COPPS: This is the civic square project which is directly across the street from the City Hall, about three blocks to the station. It will be about two-thirds commercial and one-third institutional from the standpoint of construction. It will provide more jobs because it will bring about some growth in the City; department stores will be built and hotels, which will create more jobs. I think the reason for putting this service towards the growth is more positive.

THE CHAIRMAN: If there are any further questions arising from the brief or the questions, perhaps the people would identify themselves.

MAYOR COPPS: Since the zoning changes in the City permitting high-rise development there has been a great increase in the population in the centre of the City.

THE CHAIRMAN: If there are no questions, I want to assure you that we will deal with your presentation, and I think we can promise you an early meeting with the people you proposed, which I think will probably answer the questions that you have raised here this afternoon. I thank you again.

MAYOR COPPS: Thank you, Mr. Chairman. We appreciate your coming, and I know you are aware of the problem and we depend on you for a sympathetic decision. I know you will assist us because you realize the importance of it to the City.

The point has been raised that the people presently using the Queen Elizabeth are probably causing a lot of congestion and could use the service coming into Hamilton.

A MEMBER OF THE PUBLIC: I am a housewife in Burlington and my husband works along the Queensway, and I was wondering if this service would be available to people working in the plants just west of Toronto?

THE CHAIRMAN: We are considering the possibility of feeder bus service to support the commuter service, yes. The matter of the feeder bus service is under consideration, I can tell you that.

If there are no further questions on the brief submitted by His Worship, we will proceed to hear from Burlington.

SUBMISSION OF

TOWN OF BURLINGTON

Appearances: Mr. Wm. Green,
Council Member, Ward 3,
Town of Burlington
Mr. Roberts,
Planning Director,
Town of Burlington

MR. GREEN: Mr. Minister, Members of the Committee, I take pleasure in presenting the brief from the Town of Burlington. I wish to apologize for the absence of Mayor Mullin and other members of Council. They are in the throes of an election and some are unable to get away. Some will be in later, I hope.

I am introducing Mr. Roberts, our Planning Director. My name is William Green, Council member for Ward 3, the greater portion of the Town of Burlington.

MR. ROBERTS: Mr. Chairman, our brief does not deal specifically only with the commuter scheme; it goes into a number of areas which we feel deal with a number of points of transportation in the Burlington area.

The year 2000 will see a vast urban area from Oshawa to Niagara Falls. In particular closer to home here in Burlington there will be a population of over 1,000,000 people between Metro Toronto and Hamilton, an urban area stretching from the Lake Ontario to a line joining Brampton to a point of the junction of Highways No. 5 and No. 6.

I have a map outlining what we feel is our urban area.

This vast urban area will require an intricate transportation network for the area to function smoothly and efficiently. It will not be a simple case of a person having his home, employment, shopping, social and recreational facilities in one community with a simple network connecting these facilities. Rather it will be a case of living in one community, working in another, and social activity somewhere else necessitating an intricate network to link it with the numerous opportunities of residential areas and place of employment. Municipal boundaries could be a severe handicap to the planning or will fall away or be ignored out of sheer necessity.

A BALANCED SYSTEM OF AUTOMOBILE AND MASS TRANSIT

The present transportation policy dominated by the automobile, does not appear to be the solution. The building of highways and super highways appears to solve the problems only temporarily, then more highways have to be constructed, it is a thirst that is never satisfied with ever increasing cost of land acquisition and construction. At this point I would say that in our estimation transportation alone is becoming the biggest user of land. Other forms of moving people and goods in an urban area such as this Lakeshore area (and by this I mean Toronto to Hamilton) will have to be established, if urban areas and the use of land are to be more economic and efficient.

It is strongly believed that any plan for transportation should be based on a balanced network of roads for autos, buses for flexible short haul trips for major movements, and fast mass transit for bulk movement on longer trips.

There is a strong need for a transportation policy based on as long a term as possible, so that municipalities have a sound base on which to build their own planning. Such a policy

is beyond the ability of any individual municipality, firstly, it transcends municipal boundaries covering a large region, and secondly, it is beyond the financial resources of any individual municipality. The Province or some form of larger regional government must assist in formulating such a long term transportation policy as to planning and financing.

The present transportation planning and studies in the Halton County Region based on the automobile does not appear to take into account the possibilities of other forms of transportation. Detailed long term land use planning is definitely inhibited until a definite policy is made of either basing the transportation policy on the automobile as a dominant force, or alternatively having a policy of an integrated balanced policy of automobile and mass transit facilities. A transportation policy based on the automobile alone as the dominant force will, it is feared lead to constant change in land use planning, whereas a balanced system of auto and mass transit would lead to more stability.

Utilization of the present C.N.R. Toronto-Hamilton (Oakville Subdivision) as a mass transit facility appears to be a step in the direction of an integrated balanced transportation policy. Other forms of mass transit utilizing the lake, mono-rail et cetera, may also be feasible. Since the urban area from Toronto to Hamilton will be a lineal type, one or two mass transit lines parallel to the Lake appear to be the long-term solution. If a decision on such a facility could be made early as a part of the study, then detailed land use planning can be made to fit such policy.

Therefore, it is our view that strong consideration should be given to mass transit facilities along the Lakeshore communities connecting Toronto and Hamilton, otherwise further super expressways are foreseen in addition to what now appears to be planned.

PROPOSED PILOT COMMUTER SCHEME TORONTO-BURLINGTON

The decision to put into effect a pilot scheme for three years of a fast commuter plan between Toronto and Burlington on the C.N.R. (Oakville Subdivision) is a sound step. The Province should be congratulated in undertaking such a progressive scheme.

I should add at this point that as far as the Hamilton brief is concerned, extending the commuter to Hamilton, I would say that Burlington would support Hamilton in extending that scheme to Hamilton because any extension of that scheme is bound to help Burlington.

If this scheme leads to a more permanent scheme, then the principle of a balanced transportation policy is well on the way to becoming a reality.

However, for such a scheme to be successful, there would appear to be a number of essential points. Firstly, frequency during peak periods to encourage use, convenience is a must therefore frequency is essential. Secondly, feeder bus routes must be linked to the stations as the various places of employment and residential areas are too far for reasonable walking. Thirdly, the feeder bus schedules should be synchronized with the train schedules to avoid long delays. Fourthly, parking lots at each station to provide for those passengers who do not adopt the "kiss and ride" policy. Fifthly, the time and cost of the train trips although difficult to compete with the auto should be reasonable.

Despite all these essentials, the scheme is a worthwhile project and it is hoped it will be successful, as it is one hope to relieve or defer the heavy cost of expressways.

PRESENT OAKVILLE-BURLINGTON TRAFFIC STUDY AND DEPARTMENT OF HIGHWAYS STUDY

At present there are three transportation studies being pursued. Firstly, the joint Oakville-Burlington study, secondly, the Department of Highways study in conjunction with the Metro Toronto study covering Oakville and Toronto Township and thirdly, the Metro Toronto and Region Transportation Study. This may appear to be a case of over-study, and possible conflicting programs. However, it is recognized that this is not the case as the first two are co-ordinated, primarily oriented towards the automobile and aimed at more local problems, whereas the latter study is a longer term study covering a much larger area with a broader term of reference for all forms of transportation, and it is hoped will supplement the first two studies.

Nevertheless, the situation is a little disturbing. The first two studies will be completed long before the Metro Toronto and Region Study. There may be a tendency on the part of the Province or a municipality to delay implementing the results of the first two studies pending the results of the larger study, particularly in regard to the larger inter-urban expressways.

It will be necessary for a policy decision to be made by the Province upon the completion of the first two studies as to the extent if any, that these studies may be affected by the Metro and Region Study, and possibly to what extent the results of the first two studies will be incorporated or taken for granted as part of the Metro and Region Study. This problem could become quite serious, as no doubt the Oakville-Burlington and D.H.O. studies will have long-term road programs for large capacity roads involving heavy expenditures, and it will be too easy for the Province or municipality to defer any part of the program because of the larger Metro and Region Study. Therefore, some

policy decision or guide lines in the use of the two earlier studies will have to be made known.

If I could pause at this point, we are beginning to feel the effects in our own study of sentimental inhibition because of the larger study, that our study will be lost in the shuffle somewhere.

THE CHAIRMAN: We will have some comments on that later.

MR. ROBERTS: The value of any or all of the proposed studies will be directly related to the validity of the criteria gathered in the studies.

In this day of leap-frogging growth in the study area criteria is valid for a very short time; it is reasonable to suggest that today most facts are dead the moment they are born.

It is a matter of concern that, if the studies take too long, plans may be made and facilities constructed which will be obsolete before completion.

In the rapidly developing municipality of Burlington, design plans are now and have been for two years drastically inhibited by the unavailability of overall plans to be produced as a result of this multiplicity of studies now underway.

LOCATION OF INTERCHANGES

A strong plea is made to keep in mind the economic wellbeing of a community particularly in regard to industrial growth. A transportation plan can inadvertently handicap the industrial growth or upset the land use patterns. It is too easy when studying an overall transportation plan covering a large region, to overlook or submerge the small details in a local area, which details can affect the industrial growth or create severe changes in the land use patterns. I think we have some example of this on the Queen Elizabeth and in Burlington now.

There is no doubt that a major road or expressway can influence the adjacent land use pattern. For example, an interchange depending on its location and design can either handicap or be a stimulus for industrial growth, or it can radically influence the land use pattern for good or bad. It is possible that these matters may be the subject of detailed local plans after the overall basic principle of transportation is established.

Further in regard to interchanges a strong plea is also made for further interchanges to serve the Town of Burlington. It is likely that these matters will be the subject of the present Oakville-Burlington study. However, this is one aspect of the Oakville-Burlington study that could be conceivably deferred

until the Metro Toronto and Region Study is completed as mentioned earlier in this brief, and should this be the case some guidance as early as possible should be given.

BUS TRANSPORTATION

As part of a transportation plan, buses should play an essential part. Otherwise the car ratio per capita will continually increase to the point that the two-car family will be commonplace, with resulting further decreases in bus service. The more automobiles that are put on the road the more highway improvements have to be made. It is obvious that an efficient and adequate bus service is an essential part of a transportation plan if we are to keep highway costs down. One bus can move an average of 50 people in the same space as two cars can move an average of 4 people.

As one move towards a better service, bus transportation facilities whether public or private should be co-ordinated into one whole integrated scheme. It is folly to have facilities competing with each other for a limited number of passengers. We have three bus services servicing us at the moment all competing with each other. Some policy should be devised to co-ordinate all the bus facilities. It is essential to keep in mind that it is the public that the bus transportation companies are trying to service and the interests of the public are paramount in a transportation plan.

As another move towards a better bus service, a policy for a subsidy should be adopted to assist the bus facility in maintaining an efficient and adequate service. As grants are given for road construction a grant towards a bus service appears logical, particularly if it means that road construction programs can be deferred.

REVIEW OF PRESENT GRANT STRUCTURE

It is recognized that the following matters may be argued as not part of a study dealing with the Metro Toronto and Region Areas, but rather should be the subject of direct representation to the Province. Nevertheless they do play an important part in the implementation of a transportation plan. It is believed that these matters are logical considerations for inclusion in a transportation plan and recommendation to the Province.

1. INTER-URBAN HIGHWAYS

The urban areas of Hamilton, Burlington, Oakville, Toronto Township and Metro Toronto will be contiguous. Many of the roads connecting these urban areas are not likely to be King's Highways. These roads play a considerable role in the economic and social wellbeing of the respective urban area. However, in

some instances they have to be improved or made larger than necessary to serve an individual municipality, in order to give service to each other.

It would be a simple matter if each municipality were able to devote an equitable amount to the construction. However, this is not the case, one municipality may be able to devote more funds than the other. Some budgets may necessitate different timing programs, not through any fault of any one municipality, but due to financial resources at the time.

It is considered that there should be an inter-urban roads plan. Such a plan should provide for satisfactory programming for each municipality and also financial assistance beyond the normal road grants. Such financial assistance is essential for the road program to be of service to each urban area.

In particular, closer to home between Oakville and Burlington, New Street-Rebecca Street, Fairview Road-Speers Road, Upper Middle Road. All of these roads are destined to be major inter-urban arteries serving each municipality. The construction of these roads is extremely important to each municipality, yet these roads will become necessary probably before each municipality has the financial resources necessary to complete the construction, particularly the heavy bridge construction for all three roads across 12-Mile Creek. These three roads will be requiring special financial assistance for the economic wellbeing of both municipalities.

2. MOUNTING BACKLOG OF ROAD CONSTRUCTION AND RECONSTRUCTION

Probably the heaviest capital cost facing municipalities today in line with schools and sanitary sewers, is road construction. Unfortunately, however, road construction tends to take second place to schools and sanitary sewers, and the backlog of road construction is on the increase. It is believed that road construction and reconstruction will become the most serious problem faced by municipalities.

This backlog of construction is further aggravated by the fact that in many instances new underground services or replacement of these services are necessary before the roads can be rebuilt, these shall be installed prior to the road construction, otherwise it means damaging the road to install the new services or replace the existing services. The budgeting of these services together with the timing of road construction is a most difficult task, and road programs tend to be deferred for lack of funds for the underground services. This problem of underground services and the road construction should be looked at as one financial problem, not separate problems to be considered independently.

An adequate transportation plan must take into account the financing of road construction and the ability of the municipality to offset the mounting backlog of construction. Failure to recognize this backlog will make any transportation plan meaningless and impossible to achieve.

It is believed that in order to give municipalities the opportunity of meeting its obligations in a transportation plan that the grants should be based on a road classification principle, a much higher grant for instance for an arterial road than say a development road or a collector, not a standard grant as at present regardless of its function.

Further storm sewers are now being incorporated into the grant structure. Consideration should also be given to the co-ordination and review of financial policies relating to sanitary sewers and water lines together with the grant structure for roads.

On this point I should emphasize that we have a certain amount of subsidy as to sewers and from the Department of Highways, and perhaps some plan could integrate these two.

3. ROADS BUILT BY SUBDIVIDERS

In some instances it so happens that an arterial or major collector road passes through the subdivision. These roads necessitate a higher standard in width and bearing load than a subdivision road. It is unreasonable in these instances to expect the subdivider to construct such road entirely at his expense. Such road is no different to an oversize sewer, it serves other areas in addition to the subdivision. It is reasonable to expect the subdivider to pay his share of the road, but the additional cost is usually borne by the municipality; i.e., the oversizing. It would seem reasonable that the grant structure should be made to apply to such a road for that portion that is considered to be oversize.

4. SIDEWALKS AS PART OF HIGHWAY SYSTEM

The provision of sidewalks along major arteries present a serious problem to municipalities. There is always the argument under the local improvement procedures that the fronting owners bear a greater proportion of the cost than the benefit received, the sidewalk being primarily for the balance of the people living off the main artery. It is becoming more obvious that sidewalks should become a general charge against the municipality rather than the fronting owners.

Design for safety on a road is just as important as the capacity and road service condition. Sidewalks constitute part of that safety. It is not sound to build a major road only

utilizing the present grant structure and not the sidewalks, this forces pedestrians to utilize the road surface thus defeating the safety angle. Sidewalks are as necessary in many cases as a curb or a proper surface or sufficient width from a safety point of view.

The Object is to move people not cars and therefore sidewalks in our opinion constitute a part of the highway and the grant structure should take this into account.

5. PROTECTION OF FUTURE HIGHWAY ROUTES

A problem facing municipalities in highway planning is the protection of the route until such time as the land is acquired. The odds of a route being blocked are high.

The Official Plan which may designate highways is not sufficient to protect a route. The use of the zoning power is not satisfactory unless the lands are zoned agricultural. The subdivision control power only functions when lots of less than 10 acres are created. The deferred road widening and future road powers under the Municipal Act has limitations, there is a reluctance to use this power because of the possibility of change in route and consequent resulting damage claims.

There are times when it is vital to acquire the lands to protect the route sometimes years ahead of need. The grant structure should be such as to provide for financial assistance well ahead of need, provided such routes are in accord with an approved traffic plan.

CONCLUSION:

Despite the above recommendation, the principle of the Metro Toronto and Region Transportation Study is sound. The fact that the terms of reference to investigate all forms of transportation, is a progressive step. It places transportation on a higher plane than confining it to the road transport and for this reason alone such a Study is welcome.

Nevertheless we do stress the importance of time. This area is fast growing and very dynamic. It is on the threshold of very large development. Far reaching decisions are going to be made, and of necessity will have to be made before the Study is completed. Such decisions may or may not hinder the Study. Therefore it is strongly recommended that a close liaison be established so that local decisions, or decisions by the Department of Highways, are made in co-operation with the Study personnel and the co-operation of the Study group is requested.

Thank you, Mr. Chairman.

THE CHAIRMAN: I must compliment you too, sir, on a very excellent brief.

Starting at the end, I suggest you make two very strong points, one involved in time. I would suggest that if we had an unlimited supply of money and all the time in the world, we would not have any problem.

MR. ROBERTS: We have the Oakville-Burlington study underway, and we have the study of Metro Toronto Township and this Study. We are getting a little lost as to what is being done. Now we are told we can't look at this scheme, that scheme, because a highway is coming through here and it is becoming a little joke with us.

THE CHAIRMAN: I would like to assure you that that shouldn't and will not be the case. You have pointed out the local character in this study and the broad general character of the other, and I think I can assure you that one won't inhibit the other, that the local one should not be held up pending a general study that is underway. To do it properly we cannot rush the job. I think they should indicate patience, certainly, to the extent that they don't inhibit or impair the broad principle.

There are so many things in the brief that I would almost accuse you of reading our mail. There is very little here we can quarrel with. I hope that the assurance I have given you that there shouldn't be this inhibition or too much conflict between one study of a local nature and one of a broader nature will answer you.

MR. ROBERTS: I suppose we should apologize in this regard, that some of these arguments expressed in our brief are arguments which we have expressed in our own study. We have found that the interchange itself is inhibiting. We have some on the Walker's line which the trucks cannot negotiate.

THE CHAIRMAN: You mean because of the ramps?

MR. ROBERTS: Yes. This whole question of the truck transport, the truck today becoming a moving warehouse, it is very important that they get in and out.

THE CHAIRMAN: When you speak of subsidies for bus services, are you speaking of the publicly owned bus services?

MR. ROBERTS: We have three bus services: we have the Gray Coach people going right through; we have the Hamilton bus coming in, and we have the local bus, and we still haven't worked out these franchises. Some areas are not serviced at all and we can't seem to get the bus service on a proper footing until this franchise thing is worked out and some areas may have to be subsidized.

THE CHAIRMAN: Well, it may very well be that some of the recommendations which flow from what we write in the report will deal with subsidies.

MR. ROBERTS: We have the Gray Coach, which is a public system; Northern Bus Line is a private system.

THE CHAIRMAN: When we make reference to an arterial road or urban expressway or freeway it has a certain characteristic, because these then become the property of the Department of Transport.

MR. ROBERTS: That is right. We have one large collector and it is being planned through subdivisions and it becomes part of the subdivision.

THE CHAIRMAN: Which came first, the subdivision or the road?

MR. ROBERTS: Actually the subdivision came first. But we are making provision for this; we are making the lanes wider. The subdivider is paying his share on a normal 66 foot highway, but to get the four lanes we don't get assistance on that. So we are picking up this extra cost. Because it was part of a subdivision we don't get any grant, and we feel this should be looked into.

MR. TAYLOR: Do you only require a 66 foot highway, or how far do you go?

MR. ROBERTS: We require 66 foot right-of-way free of charge, but if we go beyond the 66 foot right-of-way, we have to pay for it. That policy is consistent. Up to 66 feet we take; over 66 feet we pay for the widening.

MR. TAYLOR: Up to 66 feet you get your normal rate of subsidy?

MR. ROBERTS: That is right. The Department of Highways purchases the right-of-way where it is a Queen's Highway and we have exactly the same policy.

I have a plan here, Mr. Chairman, showing the present inter-urban roads. It is two municipal road systems, and we cannot see Oakville being able to support the structures for some time. There are three such roads which are contemplated and all three bridges are in Oakville and I can't see Oakville being able to do this.

THE CHAIRMAN: To a minor degree, because I can assure you there are many instances where we can't see the money coming either.

MR. ROBERTS: We get a standard grant of 50% now; on a connecting link we get 90%.

THE CHAIRMAN: Of course, the function of a connecting link is simply to link two ends of a Queen's highway.

MR. ROBERTS: No. 2 may be called a Queen's highway, but it is an urban road between the two points.

THE CHAIRMAN: Your points will be taken into consideration. Your brief has been well presented.

MR. COWLEY: This is one of the few briefs which has looked at transportation in a broad sense. I want to congratulate you on that.

MR. GREEN: Mr. Chairman, I think you are fully aware of the explosion, the rapid growth of Burlington, and I am very happy to listen to the depth of your questioning, and I wish to congratulate Mayor Copps on his presentation. I think in all of Ontario this is the greatest thing that has happened. If you push hard enough and the growth is as indicated, I think this is needed and, as a businessman, I think it will be a great success and I congratulate you.

MR. COWLEY: Inevitably, Mr. Roberts, sooner or later, we come back to your problem of the three studies going on concurrently, two of them being of a local nature. Part of the problem of transportation is trying to recognize what population, labour force, and so on, may be supported, but one of the difficulties seems to be relating local municipal plans and their anticipation and hopes of dedication of land to certain functions on a regional basis. I don't think there is one municipality, and there are some 70 in the region, which doesn't anticipate a great increase in residential demand, say 80% to 120%. Yet when these are put into a regional basis, we cannot produce enough children. In regional planning and local planning, how firm should regional planning be, with its broader knowledge of what will happen? How much impression should this make on local planning.

MR. ROBERTS: I don't think that our official plan was primarily based on trying to achieve a 60-40 base, or whatever. It is quite conceivable that Burlington itself, by virtue of its relationship to Hamilton, will continue to be a very large dormitory town. I think we are reconciled on that point. But it seems to me we can recognize that we have good potential land and judging by inquiries we get for industrial land, if we could put more sewers in we are away to the races. But we never looked at it in a ratio of 60 or 40; we looked at it as to land use.

MR. TAYLOR: But the staging program did take into account financial ability?

MR. ROBERTS: That is right, but there was no timetable.

MR. GREEN: I am an optimist, but as a businessman, looking at potential industrial growth, we have everything. We have been fortunate enough to advance and keep advancing, and I am very optimistic that we will gradually merge into a 60-40 basis. I am very optimistic about that.

THE CHAIRMAN: You provide the dormitory and they provide the assessments.

MR. ROBERTS: We hope that we will provide the labour force. Labour force is one of the big keys that industry looks for.

MR. SCHMIDT: Mr. Roberts, on page 2 of your brief you say -- I hope I am paraphrasing you correctly -- that transportation policies based on the automobile being dominant would lead to land use instability. That is a provocative statement. Would you like to elaborate on that?

MR. ROBERTS: I don't think anyone would agree that the automobile provides stability. The land uses are not so tied, people have more movement to choose where to put certain facilities, and you can come up with various spots, take a shopping centre, which will satisfy the answer. There are too many alternatives to land use planning.

MR. SCHMIDT: This makes it difficult to maintain the integrity of a plan.

MR. ROBERTS: That is right. Right now we have an argument on three possible sites for a shopping centre -- which is going to come first, which is going to get off the ground first?

MR. VANCE: Mr. Roberts, you mentioned about a differential grade structure depending on the classification of the road. Do you have any suggestion as to who should classify the road?

MR. ROBERTS: No. I think this should be part of the study, which is a joint operation between the town and the Department of Highways, and I think that should be a guide.

MR. TAYLOR: Mr. Roberts, I was going to ask you if you can define what you mean by a balanced system. It is almost like asking a person what is regional planning today.

MR. ROBERTS: I don't think anyone can give you an answer as to what is a balanced network. I think Toronto is the best example of that, a balanced transportation system.

MR. TAYLOR: You made a reference on page 2 to other forms of mass transit. You mentioned the lake, water-borne transportation. Do you feel it is feasible on Lake Ontario where you have rough surfaces, the problem of freezing?

MR. ROBERTS: I don't think we should put all our eggs in one basket. We are talking about a 20 to 30 year plan here. We feel that during the investigation you should look at other types of transportation. If there are better systems they should be investigated. I don't think we should consider only rail transit. You may end up with the railway, but I think there are other forms which should be ruled out if they are infeasible, and so on.

THE CHAIRMAN: The final report will involve all these considerations, I think.

MR. TAYLOR: Is there very much movement between Hamilton and Burlington which would utilize such a connection? You indicated that it would be good for Burlington.

MR. ROBERTS: Yes, we will be on the route and it will make the stopping places here more attractive. But I think our movement is split, the movement from Burlington to Hamilton, and I think there are a good many of our people working in the east end of Hamilton and I don't think it would be of much use to these people.

MR. GREEN: I support Mr. Roberts only to that degree, as a pilot project, and that you don't cripple it to that extent. Whatever facilities you put into your now proposed pilot project could be utilized for Burlington, but if you go ahead and spend too much money you could cripple the whole project.

MR. TAYLOR: Mr. Roberts, you made reference to frequent service on the commuter line, and I think you also made reference to road structure. Would you care to comment on what you consider the service should be?

MR. ROBERTS: I understand it is two each way, Bronte and Burlington will be down to two each day, and others will be more frequent. I don't think there are that many commuting daily to Toronto from Burlington itself. There are a lot from Oakville. But if the service was more frequent and we had a feeder bus service, I think it would be used, because we have a lot of people working in Toronto Township. I don't think people pay very much attention today -- the fact that their employment is in another town is incidental -- they look for an area. We

get people who are wanting to live in Burlington and yet they work in Oakville. They could have gone to Oakville. But I think it is where they want to live, and they will choose and not pay very much attention to where they are going to work, as long as the time factor of getting to and from work is not too serious, 15, 20 minutes. Living in Burlington and working in Oakville is not a handicap. I think we will have an obligation to minimize this criss-cross movement.

THE CHAIRMAN: In the experimental nature of what we are trying to do here, we had to pick out something to start with. It isn't a trial that is likely to be abandoned. The big thing is that we will be able to try these things out in practice.

MR. ROBERTS: With this Vaughan Township and the setup of marshalling yards I can readily understand why it stopped at Burlington, but in the long-term we think it should go to Hamilton.

THE CHAIRMAN: Thank you very much, gentlemen, for your brief and for your discussion.

MR. ROBERTS: Thank you, Mr. Chairman.

--- Adjournment

Proceedings of the hearing held
at the Parliament Buildings,
Toronto, Ontario, on Monday,
the 29th day of November, 1965

P R E S E N T :

THE HONOURABLE C.S. MacNAUGHTON, -- Chairman
Minister of Highways

A.L.S. NASH	--	Member of Technical Advisory Committee
G.O. GRANT	--	Member of Technical Advisory Committee
P.E. WADE	--	Study Director
W.B. GANONG	--	Study Program Liaison Officer
BRYN LLOYD	--	Study Administrative Officer

--- On commencing at 2:00 p.m.

THE CHAIRMAN: Ladies and gentlemen, before we proceed I would like to introduce the Members of the Study and staff who are with me this afternoon:

On my right, Colonel Nash, former Assistant Deputy-Minister of Municipal Affairs and Member of the Technical Advisory Committee; on my left, Mr. George Grant, Commissioner of Roads for Metropolitan Toronto and also a member of the Study's Advisory Committee. Further on my right, Mr. Phil Wade, Study Director; and over on my extreme left, Mr. Ganong, Program Liaison Officer of the Study.

Before we start I would like to express to the parties presenting briefs today our appreciation for your coming here. We recognize that your briefs require time and study and expense to prepare, and they reflect the interest that you have in problems relating to transportation.

Whatever the views expressed, we shall be deeply grateful for having this opportunity to hear and discuss them with you. It is not the intention of the Study to make a report on these hearings or make any recommendations arising from them alone. They are a single part of the overall effort that is being put into this Study, and pertinent factors arising out of hearings will be considered in preparation of the final Report which will be presented to the government in the early part of 1967.

We shall conduct these hearings on an informal basis. We have provided maps, and if there is any point in your presentation where they can be used for clarification, please feel free to do so.

In presenting your briefs we would ask that they be read into the record. We shall reserve any questions until the conclusion of the reading, and when the question period has ended we ask that you deposit your brief with the Secretary.

The briefs for this hearing will be received in the following order: first, the Association of Women Electors; secondly, the Communist Party of Canada; third, the Township of East York. If the spokesman for the Association of Women Electors is here and ready to proceed, we would be very glad to hear your presentation now.

SUBMISSION OF
ASSOCIATION OF WOMEN ELECTORS
OF TORONTO

Appearances: Mrs. Francis Burger,
President
Mrs. Nora Allison

MRS. BURGER: Mr. Chairman, if I may introduce Mrs. Nora Allison of our Association.

The Association of Women Electors of Toronto recognizes the need for co-ordination of all the transportation facilities serving Metropolitan Toronto and its surrounding region and the planning of future extensions and new facilities.

However, we believe that transportation should be only one factor and, we would stress, not the governing factor, in an overall regional study and the resulting plan.

The Transportation Study, in assessing future needs for transportation facilities for moving both goods and people must forecast trends in population growth and economic development. In order to plan wisely and efficiently, it may have to set guide lines for the directions in which development should take place in order that the best use of transportation facilities is made. But other factors should also be given profound consideration and we doubt whether (a) the directive under which the Study operates and (b) the present composition of the Technical, Advisory and Co-ordinating Committee permit the broad range which a regional study should cover. It is probable that future urban growth in the region will be greatly influenced by the recommendation of the Transportation Study. Therefore, we believe that this Study should be only one element in a much more comprehensive planning approach.

We note that there are representatives of the provincial and metropolitan civil service on the Technical Committee, but none from the City of Toronto. We wonder how closely the Study is being tied in with plans being discussed on the local scene; will there be conflicts between the various levels of government and the Regional Study? What authority will the recommendations of the Regional Study have over local plans? How firm can decisions by Metro and the City be if they run counter to the Regional Study? Because of the great costs of transportation services, the Transportation Study may very well have more influence on the future fiscal and administrative functioning of the Toronto region than the Goldenberg Report. How are its recommendations to be implemented?

We believe that great stress should be laid on the human values which are affected by the pattern of transportation routes through the fabric of the metropolis. Attention to landscape, natural and man-made, will yield great dividends as population grows and traffic movement intensifies. Fine landscape features can be enhanced, and residential areas protected from the noise, fumes and hazards of heavy motor traffic if maximum use is made of landscape designers in the planning of major arteries and expressways.

The following quotations from Mr. Colin D. Buchanan's transportation study (published under the title "Traffic in Town") elaborate the ideas which we are trying to convey.

"The overriding context in which the problems of urban traffic have to be considered is the need to create or recreate towns which are worth living in, and this means much more than the freedom to use motor vehicles. It is a mixture of all manner of things - convenience, variety of choice, contrast, architecture, history visible in the buildings -- all more or less subtle qualities. Life in towns could no doubt be lived without any of them, but it would be poorer and emptier as a result." p.42

"The penetration of motor vehicles throughout urban areas is bringing its own peculiar penalties of accidents, anxiety, intimidation by large or fast vehicles that are out of scale with the surroundings, noise, fumes, vibrations, dirt and visual intrusion on a vast scale." p.55.

"There must be areas of good environment where people can live, work, shop, look about, and move around on foot in reasonable freedom from the hazards of motor traffic." p.59.

" . . . traffic and roads are not ends in themselves, they are services only. The end is the environment for living and working." p.60.

So much of daily life is still conducted on foot that the needs of children and non-drivers must be kept to the fore, especially in residential, shopping and office areas. Even drivers become pedestrians from time to time.

We urge most strongly that consideration be given on the provincial level to the need of better facilities for pedestrians. Great danger lies in the policy of giving subsidies for the building of highways and municipal arterials if no provision is made for pedestrian crossings. The problems of reaching Yorkdale Shopping Centre on foot are most obvious and many other examples could be cited of roads being widened and made impassible for pedestrians. We bring your attention to the examples of underpasses provided in Athens, Rome, Florence, Paris, London and other European cities.

The Association of Women Electors believes that there is an urgent need to set this Transportation Study in a larger context so that transportation facilities will not be the dominant factor in the planning and development of the "Golden Horseshoe". We hope that it will prove a useful first step towards a more comprehensive study which will provide the people of the region with the best possible environment and facilities.

Respectfully submitted.

THE CHAIRMAN: Thank you very much. It is very difficult to quarrel with what has been submitted in your brief, I must say. I think probably the Members of the Committee and the Study staff may wish to ask a few questions with respect to some of the points you made.

Before they start, I would like to comment generally and probably to some extent in self-defence, and tell you that many of the recommendations you have made are contemplated in the work of the Study. They are very sensible observations. The composition of the Committee is a matter that we will be looking into.

You say at the top of page 2: "Will there be conflicts between the various levels of government and the Regional Study?" I would be surprised if there were not. I would be surprised if they do this job to the satisfaction of everyone, that it would be regarded in every sense of the word as perfect. That is why your brief is quite important to us.

Perhaps Mr. Grant would like to comment or ask questions?

MR. GRANT: To go back to your comment about the representation on the Technical Committee, have you any suggestion on how 70 municipalities and boards could all be represented on one committee? This is a problem, I think, that was faced when the decision was made in the selection of people.

MRS. BURGER: Perhaps I am a local patriot myself. I think that Toronto should be represented. Perhaps Mrs. Allison has something to say?

MRS. ALLISON: Yes, I should imagine that every city would ask the same thing, but I imagine the overriding thing is for those in the centre of the city. We have great problems now coming into decisions on the Queen Street subway, Highway 400 extension, Spadina meeting the Gardiner Expressway. These are some of the highly important matters that we think should be included in your consideration.

THE CHAIRMAN: Anything more, Mr. Grant?

MR. GRANT: No, I don't think so at the moment.

THE CHAIRMAN: Mr. Nash?

MR. NASH: Mr. Chairman, if I may ask a question. The brief indicates an interest in a variety of things, the humanities and various other things. To what extent will general development plans which might be developed incidental to the Transportation Study be useful to the social agencies in which you have an interest?

MRS. ALLISON: If I understand you, Mr. Nash, you are asking how will the results of your Study be of concern to us working in community organizations?

MR. NASH: Not exactly, but incidental to the Study there must be development plans indicating what we are providing transportation for. What value would that have to those agencies you represent and other municipal agencies?

MRS. ALLISON: I would say it would be of great use to us because they would deal with density, community centres and social activities.

THE CHAIRMAN: I hope you won't construe these questions as being in any way critical. We are trying to bring out the brief in as broad a way as we can. There are pools of information we are using and forecast trends, and we have gone into the question of land use, and so on. But these questions are not in any sense of the word to be construed as critical. We want to get as much out of your brief as we can.

Mr. Wade, is there any comment you would like to make or questions to ask?

MR. WADE: Yes, there are some points, Mr. Chairman.

All your suggestions are very worthy and I don't know whether you are prepared to expand on any of them. You referred to the authority that this report or recommendations will have on the local problems here affecting local authority, and so forth. Do you have any opinion how recommendations coming out of a study of this kind should deal with that?

MRS. ALLISON: I think the recommendations would be most effective if they set up a pattern of implementation which would be continued for a long period ahead, not just stop and then carry on. There should be some machinery to ensure that there is collaboration on the policies set forth.

MR. WADE: So in effect you don't consider that any recommendation should be a rigid rule that should not be deviated from or changed.

THE CHAIRMAN: Our final report will only be a report to the government in any case.

MR. GANONG: I wonder if you would enlarge on this statement in the brief in which you say "that there is an urgent need to set this Transportation Study in a larger context so that transportation facilities will not be the dominant factor in the planning and development of the Golden Horseshoe". I think this ties in with Colonel Nash's question. Do you have any specific recommendations in mind as to how our organization should perhaps be re-oriented?

MRS. ALLISON: I think we are not alone in the desire for a regional land use plan. Now, there is combined with this development, we trust -- I don't know if it is not the place where the Province should expedite whatever it has in mind on a regional development land use scheme.

THE CHAIRMAN: Thank you again. We appreciate your brief and again we assure you that it will be very carefully considered from this point on.

I think if I may make one final observation here. To some extent I am sure you agree with us that we have to decide whether it is the chicken or the egg which comes first. In transportation we feel we have two problems. One is to develop it to the greatest and possible extent. On the other hand, you realize as well as I do that we must at all times do our best to provide for development which is taking place. So there is the chicken and the egg concept always before us. But these are very valuable observations, and thank you very much.

Now, second in the order of presentation is the brief to be presented by the Communist Party of Canada, and if their spokesman is here we would be delighted to hear from them.

SUBMISSION OF
THE COMMUNIST PARTY
OF CANADA

Appearances: Phyllis Clarke
Mr. Jackson

MISS CLARKE: I would like first to introduce Mr. Jackson, who is associated with us. We are very grateful for the opportunity of appearing before you.

1. This study of transportation for Metropolitan Toronto and Region is very timely and necessary. For too long, seemingly, transportation problems have been tackled on an ad hoc basis with long-term projections and planning absent. We are all too familiar with the construction of new facilities which, based on the immediate needs, fall short of the requirements as soon as they are ready for service. For this reason we would advocate that concrete plans be projected for this area not based on present needs alone but on projections for 1980, 1990, 2000.

2. Transportation planning demands a balanced approach between the needs of the automobile and the need of efficient public transit. A system which would orientate only or mainly on public transit ignores the reality of the personal desire for using the automobile; while orientation on the automobile would produce ever greater choking of the facilities in the central core of the area, the greater costs, human and material, of accidents and the increase of air pollution.

3. The achievement of such a balanced transportation plan is unlikely to be successful if the public transit facilities continue to be regarded as a business which must not lose money as contrasted to the road, highway, bridge system which are considered public services which should be operated efficiently to meet public demand.

4. As an alternative to the use of the private automobile, an individual will only use public transit when facilities for parking, cost of travel, and speed of travel are so regulated as to be equally efficient.

5. As is stated in an article in Scientific American for September, 1965 (Transportation in Cities by John W. Dyckman):

"In view of the marked advantages of the automobile over other types of carrier, what can the public-transit system be expected to do to alter the present drift in commuter habits? Under what conditions would the transit system be able to compete

with the automobile? The engineering efficiency of trains, which can move many times more people and much more cargo for a given road space and energy output than automobiles can, has persistently held out the promise that mass transportation would lower costs. One may ask, however: Costs for whom? Real costs, out-of-pocket costs to users and public costs have all been cited from time to time to make points for and against mass transit. It is particularly important to distinguish the public costs of the respective operations from the private costs and the average costs from the so-called marginal costs.

"A recent study by economists at the RAND Corporation concluded that the automobile is competitive with other available modes of travel to work in large American cities. I think that is also true in large Canadian cities. Under the assumptions made by these economists -- including a relatively high rate for the driver's or passenger's time -- it appears that the one-way hourly cost is lower for the automobile than for most competing modes of travel up to about 15 miles of commuting distance from door to door. In the framework of this analysis the behaviour of commuters who choose to commute by automobile is rational."

6. Mr. Irving Grossman in an article "The Monstrous Menace" in Ontario Housing for June 1964, stated:

"Of course part of the many complex problems attached to public transit systems lies in cost -- both to build them and to operate them. Huge deficits seem to be inevitable in this sphere. But maybe it should be so just as roads and bridges create huge sums of expenditure that seem to be accepted by the public as necessary and desirable. Maybe perhaps such transit should also be free as some people have proposed, covered by the tax structure as a necessary amenity to the overall concept of the city."

7. Our first recommendation is that the public transit system be regarded as a public service, paid for out of general taxation, with no charge to the user, in the same manner as roads, parks, schools, et cetera.

8. Planning for transportation needs should be based on present facilities and existing plans for future development. In this connection, the Report of the Metropolitan Toronto Transportation Plan could be in the main the cornerstone of a plan for Metropolitan Toronto and Region.

9. Taking into account that expressways and rapid transit are the two key factors in that plan, the extension of them to the region should properly follow along the same patterns.

10. This is already possible, in the main with the highway system, i.e. Queen Elizabeth, MacDonald-Cartier Freeway,

Highways 27, 400, assuming the projected widening of these highways.

11. There is as yet, however, no efficient rapid transit system planned for the region and therefore it is to this question that we would direct your attention.

12. Since the problem of transportation is being studied and tackled in all major cities, not only on this continent, we would like to cite two examples that we feel should be studied by the Committee.

13. The San Francisco Bay Area Rapid Transit District (BARTD) should get first attention. According to the article in Scientific American cited above:

"The BARTD system, which is expected to be in operation by 1971, is to be an electric rail system with elevated tracks over some of its routes and subways over others. It is hoped that it will provide technically advanced, comfortable, high-speed commuting that will divert peak-hour travel from automobiles to its trains. To do this it will stress comfort and speed (notably speed; unless the commuter can save appreciable amounts of time he will not easily be diverted). Existing mass-transit systems find it hard to achieve average speeds exceeding 20 miles per hour over the whole of their run; the Bay Area trains will aim at average speeds of 40 to 50 miles per hour and maximum speeds of 80 miles per hour. To attain such average speeds BARTD will operate what is primarily an express system with widely spaced stations fed by buses and automobiles.

"In order to be convenient, the express service must be frequent. At present a maximum interval between trains of 15 to 20 minutes at any time of day is contemplated. The proposed interval between trains during hours of peak traffic is 90 seconds. Although slightly less frequent than some rail lines (for example parts of the London subway system at peak), this is very frequent service by American standards;

it will be aided by fully automatic controls. A critical factor in the interval between trains is the length of station platforms; this length limits the speed of loading. The BARTD planners hope to have platforms 700 feet long, the longest in the world with the exception of the continuous platforms in the Chicago subway. The maximum interval of 15 to 20 minutes, maintained by varying the number of cars to match anticipated loads, will reduce the number of trains less markedly than would be the case in other transit operations. The BARTD planners believe that in rapid-transit equipment the process of technical obsolescence may be so rapid as to outweigh the fixed costs of wear, thus it will pay, in terms of overall performance, to use the equipment more frequently. If waiting times ranging from 15 to 20 minutes can be maintained around the clock, the BARTD operation will in fact be a suburban rail system with some of the characteristics of local transit. This performance would enable BARTD to avoid the inconvenient schedules that plague the traditional commuter lines, while still offering the high speed and comfort needed to serve effectively the greater distances of commutation characteristic of the present pattern of metropolitan settlement."

14. The other example to which we wish to refer is the subway system of Stockholm. In the same issue of Scientific American (September, 1965) Goran Sidenbladh writing on "Stockholm: A Planned City", states:

"Stockholm has invested more than a billion Swedish crowns (\$200 million) in the subways. Four-fifths of the cost of their operation is paid by revenues, and the remaining fifth out of taxes. It has now become necessary to extend the subway system outside the city limits. Early this year the Swedish parliament gave important recognition of this need for

mass transportation by providing that subways be built with aid from national highway funds, raised by taxes on gasoline and automobiles. This remarkable concession gives evidence of the growing realization in all countries that for intracity travel, transport mechanisms other than the private automobile must be the main ones if our great cities are to survive.

"In the popularity contest between the private car and the train, the train now runs a poor second in most places. (The bus apparently is not a generally acceptable alternative to either; running on the same highways as the private car, it shares the disadvantage of traffic congestion without having the private car's advantages.) Can the subway or other means of rail transport compete with the car as the preferred vehicle for travel in the city? In Stockholm car owners seem to be more willing to ride the subway to work than workers in U.S. cities of about the same size. We believe the Stockholm subway system and the way we build around it will attract twice as much use of this public transport system as is now made in American cities."

"In 1961 public means of transport were used by 87 per cent of the riders to work in the central business district of Stockholm, by 71 per cent of those travelling to work in other parts of the inner city, by 52 per cent of those working in the near suburbs (within 10 miles) and by 35 per cent of those in the other suburbs. Sven Lundberg, chief of the city's traffic planning department, estimates that 15 years from now these percentages will be respectively 90, 50, 15, and 15 per cent. That is to say, nearly all the people working in the centre of the city will travel by subway, but most of those working in the suburbs will drive to work."

15. Our second recommendation is that the rapid transit system now existing and planned for in Metropolitan Toronto be extended to the whole region under study.

16. In this connection we suggest that the commuter service which has been inaugurated should be regarded as a temporary measure to deal with current transportation needs and not necessarily a part of an overall plan of future development.

17. Since we feel that the transportation plan must start with the people who use it, no balanced approach to the automobile and public transit can fail to take into account planning of parking facilities.

18. The report of the Royal Commission on Metropolitan Toronto in dealing with traffic control says as follows:

"In view of the relationship of parking to the overall transportation system of the area, Metro has at various times considered the establishment of a metropolitan authority which would either assume the assets or operate through the agency of the Toronto Parking Authority. New problems of area-wide concern are now to the fore in the planning of parking facilities both to complement rapid transit and commuter train services and to encourage commercial development along the route of the east-west subway. These are matters of metropolitan concern affecting traffic control policy, the financial operations of the transit system, and the amount of traffic entering the central part of the area.

"The City of Toronto, in its brief to the Commission, submitted that an area-wide parking authority would assist the proper co-ordination of all communications interests -- arterial roads, mass transit, commuter rail service and traffic control. I am of the opinion that such an authority should be established."

19. Our third recommendation is that there be extensive parking facilities at the terminals of the rapid transit system. These can be constructed on the vertical storage principle where land is less available.

20. Parking in the city core should be controlled by a high price.

21. All parking in the core and in the outer areas of the region should be under the control of one parking authority which would be able to assess rates to prevent clogging of the core.

22. The task of the transportation system is to move people and goods from place to place. This function has no relationship any more to real property and taxes upon it at the municipal level. The needs of transportation arise out of the industrial-commercial business complex. It involves the movement of the raw materials and the finished product; the movement of service vehicles.

23. The area travelled by people to and from work, in servicing, in transporting for industrial and manufacturing purposes is far greater than in the past and is constantly increasing.

24. It is the industrial, commercial, business interests whose profit is enhanced by a well balanced transportation system and therefore whose taxes should bear the costs of such a system.

25. Our fourth recommendation, therefore, is that the provincial government assume the cost of the development of an integrated highway-expressway-transit system in Metropolitan Toronto and Region.

26. We suggest that a subsidiary question arising out of a study of transportation is the question of air pollution from automobiles. (The Clean Air Act of the United States pays special attention to air pollution caused by motor vehicles. In addition there is a new California law which requires exhaust-control systems on all 1966 automobiles and light trucks sold in that state.)

27. Our fifth recommendation is that this Committee initiate a study of air pollution in the region caused by automobiles and make recommendations on legislation that can effect control.

28. In conclusion, we again suggest that any plan for transportation in Metropolitan Toronto and Region must be such as to allow for expansion and growth without complete recasting as the development of this region warrants, and which would allow for the most flexible integration with transportation in those areas beyond the region under study as future demands require.

Respectfully submitted.

THE CHAIRMAN: Thank you very much for your brief. Again we would like to probably comment on some of the comments you have raised to round out a little closer perspective, if we may.

Your first recommendation is: "that the public transit system should be regarded as a public service, paid for out of general taxation, with no charge to the user". I presume by that you mean that they should be able to board a train and ride it free?

MISS CLARKE: Yes.

THE CHAIRMAN: I am wondering if I can express myself properly here. I just don't quite get the comparison here. For instance, while the government builds highways, if you like, and pays for them completely out of the public purse, certainly the people using the highways by no stretch of the imagination travel free; it costs a great deal.

MISS CLARKE: I appreciate that, sir.

THE CHAIRMAN: I presume you agree with us to the extent that we are embarking on this trial rail commuter service firstly by providing for the complete capital costs out of the public purse and to undertake to write off the first two years of the trial?

MISS CLARKE: We appreciate that. The point we make is that the trend has been to cover capital and operating expenditures out of the users with the resultant constant increase in fares, which has also meant a constant decrease of passengers, creating again a further problem to the users.

THE CHAIRMAN: I wonder if Mr. Grant has any questions or observations to put to you at this time?

MR. GRANT: You mention in your brief that there should be a balanced approach to transportation. Could you give any criterion as to "balanced", which has always been a problem to transporting people?

MISS CLARKE: I would think that the balance would be such as to make it possible in our cities, particularly in the cores of cities, not to have a situation where there is a constant increase in automobiles, because automobile traffic has had the facilities of expressways and roads and the out-of-pocket immediate expense is less than travelling by streetcars or by subways, which I think doesn't help in good city living. Therefore the balance should be to make public transportation much more competitive with private transportation. I think it is the only way that people will be convinced to leave their private cars at home and take public transportation. The convenience of a private automobile is one thing, the cost is another.

MR. GRANT: Is this balance also related to density of movement? For instance, if you are trying to establish this on the basis of economics, the provision of mass transit in the less populated areas, that is a very expensive thing.

MISS CLARKE: Yes.

MR. NASH: The brief refers to the control of parking to prevent clogging at the central core. How would you consider such a control would be operated? Would it be by higher cost or would the control be an arbitrary one?

MISS CLARKE: No, I was thinking of using the price as the controlling factor. It would be artificially raised in the centre and lower in the outskirts. For example, in the east-west subway -- I live in the centre of the City, but I imagine that for someone who lives outside the central area that the rather high cost still of parking at the ends of the east-west line, plus the cost of the fare on the line itself, will not convince people to leave their cars, whereas if the parking cost was very small in the outskirts and very high in the centre, it would encourage them to do it.

MR. NASH: What is the ultimate goal? Why do we keep them out?

MISS CLARKE: I think if we keep adding more to the ones that come in, the possibility of the success of running the central core of the City, the problems of air pollution from the automobile, the whole clogging inside, is not really making for good city life.

MR. NASH: If we don't check it it will just freeze up, to the detriment of business.

MISS CLARKE: I think there is an advantage to a city core as we have it in Toronto at the moment.

THE CHAIRMAN: I may say that we say so, too, and that is why this Study was undertaken.

MR. WADE: Your brief appears to be a little contradictory. I say that not in a critical sense but to amplify it. In one case you say that the mass rapid transit system now existing and planned for in Metropolitan Toronto should be extended to the region, and you follow that by saying that the commuter service should only be considered a temporary measure. Now, in the case of the subway system, the existing subway system, there are characteristics where the speeds average 15 to 20 miles an hour, whereas on a railway line they can travel at much higher speeds. If you extend the subway line of the T.T.C. to the region it may take two hours. So it may not appear to be logically the correct solution. Would you care to comment on what you were recommending?

MISS CLARKE: What we were recommending was the high speed transit system, where the engineers say they can have in some cases speeds of 50 miles an hour, in some cases 80 miles an hour, to have it feed into the systems that are projected into Toronto rather than a rail system which tends to throw everything into the central core, Union Station, which is not the best way of bringing people into Toronto. It is these lines extending north on Yonge Street beyond the outside fringe in that respect, and the east-west line. I think it is that sort of system which would tie in. But the point we wanted to make is that because it has been started without the benefit of your study, it should not be regarded as fixed for all time. It serves an immediate need, and it may serve in a better way by extension of the rapid transit system.

THE CHAIRMAN: When I said before that we don't intend to be critical in any questions we ask, I think it would be fair to tell you that we call this an experimental rail commuter service. Now, the word "experimental" doesn't mean it is going to operate for two years or three years and then be abandoned. I think you would agree with us that projections are good up to a point, but there comes a time when you have to check them against an actual physical operation. When we compare Toronto with San Francisco and any of the communities around, you find a different setup. We are very fortunate here to be able to do this in the corridor that has been designed. I think in two or three years' operation we can find out exactly what is required to extend the operation. I think you will agree that that is a sensible thing to do.

MISS CLARKE: Yes, I would agree.

MR. GANONG: You make the point that the task of the transportation system is to move people and goods from place to place and this really no longer has any relation to real property, and "It is the industrial, commercial, business interests whose profit is enhanced by a well balanced transportation system". You follow that up with the recommendation that the provincial government assume the cost of development of an integrated highway-expressway-transit system. Since the federal government collects corporation taxes, did you have any specific tax in mind to cover the cost of the system?

MISS CLARKE: I think it is within the power of the provincial government to also collect corporation taxes, if it is not one of those taxes which cannot be used by the provincial government; and it would seem to me that if there is not sufficient revenue out of the existing Ontario taxes the question of an Ontario corporation tax could well be considered as a means for paying for this.

MR. GANONG: This is not leading to any specific recommendation that the gasoline tax be diverted to it?

MISS CLARKE: We don't recommend any specific tax. Without any particular study, I think in relation to terms of revenue would be the best way of looking at this. I think it is more than gasoline tax, because your gasoline tax gets at people who use trucks, and so on, but I don't think it gets at the people who are brought into the stores and offices. That is why the gasoline tax may not be the best one.

MR. GRANT: You were mentioning some figures from Stockholm as to the percentage of riders using public transportation. These figures being European and trying to compare them with North American figures sometimes becomes a little difficult. Do you think that the percentage of people using public transport now in Metropolitan Toronto is higher or very much lower than the one you are quoting?

MISS CLARKE: I don't think it would be very much different, but I think it would be lower. I am not suggesting that Stockholm in terms of car utilization, or any European city, comes up to any North American city or Toronto. But I think it does take proportionately a lot of time in terms of transportation. I think if we took it percentage-wise in terms of the population of the city it would still show a downward trend in the use of public transit, and yet it seems to me that Toronto's centre is to be maintained at some place where people live and work in, which would indicate an increase in public transit rather than a decrease.

THE CHAIRMAN: Thank you very much for your presentation.

The next brief to be submitted is from the Township of East York.

SUBMISSION OF
TOWNSHIP OF EAST YORK

Appearances: Miss True Davidson,
Reeve
Mr. MacWilliam,
Planning Director
Miss Tucker,
Clerk

MISS DAVIDSON: Mr. Chairman, in several of the questions the speakers were asked to enlarge on their briefs. I wonder if you would allow us to enlarge on ours first?

THE CHAIRMAN: Certainly.

MISS DAVIDSON: I didn't write this brief and I didn't know until I was on my way down here that I was going to present it. I do not believe that it brings out entirely all I would have liked to see, some points we discussed in the committee. In the first paragraph -- I will read it to you in a moment -- we intended to stress the fact that planning is one process. In that we agree with the Women Electors' Association. They are remarkably intelligent, even though they live in Toronto. I make that as a joke, not as a serious statement. We feel that all planning is one. Mrs. Allison rather shyly suggested that the authorities should set up some regional planning, and I go beyond that and say that the prime need for this Province is for a provincial regional plan and then within the confines of the Metropolitan Toronto region, whether it goes to Hamilton and Oshawa or whether it cuts off at Oakville and Ajax, whether it cuts off at Lake Simcoe, planning should take place for transportation, services, parks, schools, because if you place a park or school or community centre where the great majority of those who are going to use it cannot reach it by means of rapid transit, then you are not accomplishing anything. But I will read the first paragraph to you.

The following are a few considerations which might be kept in mind.

1. The history of civilization is largely the history of transportation. Cities grew up around the points of transshipment of goods from one mode of transportation to another. The importance of the issues with which they are dealing should not, therefore, be underestimated by those involved in this study. Land uses prosper or wither in direct relationship to transportation, e.g. many towns based on water transport died when by-passed by the faster railroads. This is equally true today - development within an urban area goes where modern transport facilities are available and stagnates where they are not. The planning of such facilities should, therefore, take account of the possibility of its influencing investment so that it will locate in places in which it will create the greatest good for the largest numbers of people.

Now, this really has got itself mixed up with our second paragraph. It was intended to emphasize that planning was a united process and your planning should be integrated as intimately as possible with other investigating committees or actual practical planning bodies.

Paragraph two is intended to emphasize the use of planning as a device to control development. This is not the thinking of the Metropolitan Planning Board. The Metropolitan Board sees planning as an attempt to forecast what is going to happen if the present trends continue. It makes no attempt or very little attempt, in my view, to change the trend. It is our

feeling that planning is an instrument which will either confirm present trends or change them, and there is one place where that can be done and that is transportation, a vital part we feel which could change an unfortunate trend.

A glance at the map of Metro shows that east of the Don River there is a good system of free running north-south roads but that east-west routes are truncated by the cut back of the Scarborough shoreline and do not lead anywhere other than into Kingston Road. West of the Don east-west roads continue on out west to link with main routes to the north, to the west, to the southwest, and to the south.

It is apparent that the natural advantages, from the point of view of transportation, lie within the central and western parts of Metro. Other things being equal it would seem then that areas east of the Don will continue to be less prosperous because of inferior lines of transportation unless a deliberate policy decision is made to stimulate them by injection of greatly improved transportation facilities.

I talked with a member of the Toronto Board and he said he couldn't understand why people didn't take advantage of the open spaces which were so convenient and which were cheaper unless it was the lack of transportation facilities and, of course, they are basic, as we know.

Paragraph three is intended to show that planning is not only an instrument but also planning should take people into consideration. We see transportation as making life difficult, if not impossible, not only for the central core but for many of the suburban regions as well.

In planning major transportation facilities it is important not to lose sight of the fact that they are being provided for the convenience and welfare of people. In open unbuilt up territory the requirements of major public works, such as expressways and subways could well take precedence over the needs of the subservient land uses. It is suggested, however, that in built-up areas extra regard must be had for the complex web of established business and social relationships which are the city. In built-up areas, therefore, it may be desirable to choose plans which may be technically less efficient in order to preserve existing communities.

Now, when we mention communities, we in East York grow all warm and mellow because we believe that the average person depends a great deal on a sense of belonging to a community. We feel that much of the problem of urban living is that the person has no feeling of belonging. A community of modest homes with friendly people can give a man the sense that he is a part as well as a sense of significance. We consider the financial implications of expressways are known, but apart from this, communities

should be preserved if at all possible. Furthermore, the interests of little people who have businesses and homes which are going to be destroyed by any construction plans should perhaps be taken more into account than it has been. We make a local collector road, paid for out of the taxes on homeowners and small commercial enterprises, into a major metropolitan artery or tie it into a provincial highway. We do these things and we don't realize that we are depriving people not only of their homes, which they cannot replace at the same cost, but we are depriving them of their businesses and making it very hard for them in middle life to go into other ways of life.

Now, paragraph four is really an ingenious idea of one of our staff, and we offer it because it has real interest, I think, and I don't think it is impractical. It is a means of paying for these lavish things which we are all recommending to you.

When western Canada was being opened up the principle was established of paying for the cost of constructing a railroad by selling off the bordering lands which increased in value by reason of the railroad itself. The cost of building subways and expressways is a very heavy public expenditure but is not offset by the ensuing increase in value of adjacent lands; this increase in value amounts to a subsidy for the land speculator.

Let me stop there and tell you something that was done in Metropolitan Toronto, and a gentleman sitting here knows the truth of what I say. There was an area of land which was bought for \$40,000. The people bought it on mortgage and they went into arrears and Metropolitan Toronto moved an expressway so that instead of going straight it jogged around like this and went through the property of these speculators, and thereupon the speculators or developers, the owners, at any rate, were able to pay off the mortgage arrears and they have now asked Metro to pay one and three-quarter million dollars, and they now claim that the rest of it is a perfect apartment site and worth \$100,000 an acre, whatever you choose to ask. So it is an extremely profitable deal for these people, even though they encountered certain handicaps, and it has not brought anything into the Metro coffers, it has only increased the cost to us.

Could the old Canadian principle be invoked nowadays with such modern developments? i.e. - when land is being bought for such a facility, could the purchasing be extended to include land within a specified distance of subway stations and expressway interchanges? These lands could then be sold at a large profit which would compensate for the costs of the facility which creates it.

I think it is common sense, and I would suggest that you take it into consideration.

I would like to introduce Mr. MacWilliam, our Planning Director, and Miss Tucker, our Clerk, who will answer questions because they know much more about it than I do.

THE CHAIRMAN: Thank you very much for your presentation. Before I make any comments myself, I will ask Mr. Grant if he has any questions or comments.

MR. GRANT: There is only one comment I would like to make about this. Have you ever counted the number of lanes that have crossed the Humber River and the Don River? You sort of make the statement that you cannot cross the Don as readily as you can cross the Humber.

MISS DAVIDSON: I don't think that was the statement that was made. The statement was that after you crossed the Don you ran right into Lake Ontario. We need further developments. We need specifically to consider how we can provide access to the lands which are now relatively thinly developed and which could usefully be developed there.

MR. NASH: I think my question has been partly answered. I was wondering whether local studies had indicated any specific way in which this seeming disadvantage could be overcome and recommendations could be made as to that. Is there any solution to the problem which seems obvious to the local people?

MISS DAVIDSON: Well, we feel that the Gardiner Expressway is very vital. We tried not to think only of our own community but about the problems of the entire east end. There is a trend westward. Perhaps it is a psychological thing. The City went up to the end of the harbour and developed, and maybe this trend has continued psychologically. But we feel that something has to be done for the area east of the Don, or it is going to develop into a slum. The people are a sturdy and well-developed type, but it will develop into a slum because some of the properties are built of perishable materials. We are concerned about the situation in Ajax and Pickering because some of the rates are so high there and they bring the road to the edge of the communities and they can't afford to extend them. I think Ontario County needs as much attention as Peel County.

So we just want you to think of these things when you are doing your planning.

MR. WADE: The brief is very self-explanatory. You referred to the role of the Province in doing regional planning. The municipality of Metropolitan Toronto covers quite a large area at the moment.

MISS DAVIDSON: The Metropolitan Toronto Planning Region is not identical to the Metropolitan Toronto and Region Conservation area. Metro pays most of the expenses of the Metropolitan Toronto and Region Conservation Authority and cannot influence much its expenditure on planning. There isn't any regional organization at all to do regional planning, and we feel that the whole Province, perhaps, should be an economic development region, but we feel they should sit down and try to reach a compromise and divide up the regions in such a way that they will conform as nearly as possible with a desirable general planned area and then get the local governments' facilities in which they can implement their plans.

THE CHAIRMAN: Mr. Ganong?

MR. GANONG: I don't have any questions, Mr.

Chairman.

THE CHAIRMAN: Miss Davidson, thank you very much for your presentation. I am sure we will make good use of it. I can't say that every brief will be incorporated into our final Report to the Government, but I can say that your recommendations can be incorporated. We are indebted to you for coming here and making your views known to us. We would hope, as a matter of fact, when we review these briefs that if there is anything emanating from them which requires further clarification we could call on you.

MISS DAVIDSON: We would be glad to provide supplementary information, particularly relating to the eastern part of your planning study.

THE CHAIRMAN: If there are any further matters arising from what we have touched upon today, we will be glad to hear them. If not, the meeting is adjourned.

--- Adjournment.

Proceedings of the hearing held
at the Parliament Buildings, Tor-
onto, Ontario, on Wednesday, the
1st day of December, 1965.

P R E S E N T :

THE HONOURABLE IRWIN HASKETT,	--	Chairman
Minister of Transport		

G.O. GRANT	--	Member of Technical Advisory Committee
E. COMAY	--	Member of Technical Advisory Committee
P.E. WADE	--	Study Director
J.A. VANCE	--	Study Transportation Systems Engineer
BRYN LLOYD	--	Study Administrative Officer

--- On commencing at 2:00 p.m.

THE CHAIRMAN: Gentlemen, if you will come to order we will constitute our meeting and proceed with the business for which we have convened.

It is as a member of the Metropolitan Toronto and Region Transportation Study that I assume the Chair. With me, I have members of Study group: Mr. Grant on my left, Mr. Comay on my right, on the outer right, Mr. Wade, on the outer left, Mr. Vance.

We would like first of all to express our appreciation to the groups coming forward here today with briefs. We in the Study group recognize full well the amount of time and thought and study and work and expense that have gone into the preparation of these briefs.

Whatever the views expressed, I say to you that we are grateful for this opportunity of hearing them and discussing them with you. This Metropolitan Toronto and Region Transportation Study is rather an unique undertaking. I doubt if there was ever in our country a study on transportation in as great depth and detail and over as wide an area. The area covered by the Transportation Study, as you perhaps well know, is in the nature of a semi-circle or perhaps a sector a little more than a semi-circle, running from Hamilton and Guelph on the west, Barrie on the north and Oshawa on the east, an area of something like 3,500 square miles.

Since the Study was instituted by the government a few years ago we have done a lot of intensive work. I would outline for you the kind of work that has been done. We made an inventory of all the available transportation facilities; we collected data on the movement of persons and goods; we made studies of land use and population and economic factors which have a bearing on transportation. We have gone into such special projects as the trial commuter service which is to go along the lakefront.

Having done all these things, while they are still going on, there came a time when we felt we would like to hear the views of different people who live and work in this large area. These views are coming forward and greatly enrich our Study. We don't plan to make any detailed reports on the submissions that come to us, but each and every one of them will be carefully studied by our group and assessed and may become a part of the overall Report that we will be making in 1967.

I propose to carry forward our hearing today in an informal manner. You will see we have these maps provided, and one of the submitting groups has a large scale map available, and we would like you to use them if they will help you in your

presentation in any way. I am going to call on the groups in the following order: the Agincourt Ratepayers' Association first, Scarborough Township second, because I think they are related in a way, and the Town Planning Institute of Canada, third.

We would appreciate if you would read your submission into the record and we will withhold any questions until you have completed your reading; and if you have not already filed a copy of your brief we would like you to file it with the Secretary at the end of the reading of your brief.

I would like to introduce Mr. Tom Wells, the Member for Scarborough North, who is with us. I ask Mr. Roy Cowley, Chairman of the Technical Advisory Committee, to stand too.

We call now on the representatives of the Agincourt Ratepayers' Association to come forward. Mr. Thomson.

SUBMISSION OF

AGINCOURT RATEPAYERS' ASSOCIATION

Appearance: Mr. R.S. Thomson

MR. THOMSON: Thank you, Mr. Minister. I was going to introduce Mr. Wells and say what a sterling job he has done in our Association and now interested he is in the transportation problems in the northeast Metropolitan area. Also Mr. James Whitfield, who has been the sparkplug for the Agincourt Ratepayers' Association for many years, and Mr. James Bowden, who is also very useful and helpful to us in our study.

Perhaps I might be excused if I open by telling you a little story. This is perhaps my own qualifications. I come from an old commuting family. I think I may say that my great, great grandfather was the first Toronto commuter. My great, great grandfather and his wife and children came to York in 1874 and the town proved to be unhealthy, so they decided to go to the country and they made their way, in 1876, to Scarborough. This was complicated by the fact that my great, great grandfather was working in town and he was building the first legislative building in York South (I believe it has been replaced since) and he commuted. Saturday night he put the week's provisions on his back and he walked, and on Monday morning early he walked back to his job.

I am afraid our transportation problems are not as simple as that today, but it does illustrate what has happened since 1876.

This is the submission of Agincourt Ratepayers' Association.

1. Agincourt Ratepayers' Association

The Association was established in 1954 and since that time has been active in promoting the interests of commuters residing in the general area of Agincourt who work in other areas of Metropolitan Toronto. In general, the Association represents citizens residing in Scarborough Township, north of Highway No. 401, as well as persons residing in Markham Township, to the north. The Association also speaks for persons living south of Highway No. 401 who have made use of the present transportation facilities operating from Agincourt.

My friend has very kindly provided this map, and you can see Agincourt marked on this map. It is the area north of Highway 401, with the traditional centre of the Village between Kennedy Road and Midland Avenue.

2. The Area

The Agincourt area presently contains extensive residential developments and serves as the focal point for very large potential developments in the northeast area of Scarborough Township. This area to the north and east is largely undeveloped at the present time, and the Association suggests that the opportunity presents itself to develop a co-ordinated and sensible plan for moving people in and out of this area in anticipation of future growth, rather than after the growth has taken place and patterns are established which may be difficult to change.

I would like to emphasize that point, Mr. Chairman. We feel that this is an area of potential growth and we should think ahead rather than trying to catch up afterwards.

3. Existing Transport Facilities

The area is presently conveniently located to Highway No. 401, which can be entered at several interchanges. The traditional centre of Agincourt is on Sheppard Avenue between Kennedy Road and Brimley Road and access from this area to Highway No. 401 is by way of the Kennedy Road interchange.

Of course, the area which is now Agincourt has spread out a great deal from the original village centre.

Upon completion of the extension of The Don Valley Parkway to Highway No. 401, the most direct highway access to the centre of the City Hall will be via those two roads. At the present time a considerable number of different routes are used by persons travelling to the central area by automobile, some involving Highway No. 401 and feeder roads running from this artery to the south,

others involving trips partly on local roads and partly on The Don Valley Parkway, and still others utilizing routes leading to Kingston Road and Lakeshore Boulevard.

All of these routes are, of course, subject to steadily worsening traffic congestion, particularly at rush-hours and much aggravated in the event of poor weather conditions, or even the smallest traffic accident. Under ideal conditions, an automobile trip from Agincourt to the central area could be made in twenty-five minutes. Under adverse conditions, in the winter-time and at rush-hour, this same trip might take an hour and a half. It might take more than that.

The area is also served by the Toronto Transit Commission, whose buses take passengers westward to connect with Yonge Street at the junction of Sheppard Avenue and southward to terminate at the easterly end of the existing Bloor-Danforth streetcar line. A trip via either of these routes to the central area would take from one hour to one and one-half hours, depending upon connections.

The area is served by Gray Coach Lines, whose buses pass through the area on the route to Markham and Stouffville. These buses use Highway No. 401 as far as Yonge Street and then run down that artery to the central area. These buses are subject to the same traffic congestion as are private automobiles.

Agincourt is served by both Canadian National and Canadian Pacific Railways, which have stations in the traditional Village area. The Association is of the opinion that access to the central area via these existing rail-lines is the key to the area's transit problems. The Association feels that it is not necessary to develop in this Brief the advantages of rail transportation with its separate right-of-way and all-weather reliability, since the advantages of this system are well known to members of the Study. This Brief will therefore be confined to a survey of the existing rail facilities and suggestions for their better utilization.

4. Existing Railway Lines

The Uxbridge subdivision, C.N.R., single-track line leaves the original Grand Trunk line at Scarborough Junction and runs north halfway between Kennedy Road and Midland Avenue to a point north of Steeles Avenue, where it deviates to the east and runs into the Village of Unionville. There is a station in the original Agincourt Village area, just north of Sheppard Avenue. This line is little used by any kind of rail traffic, there being one passenger train per day, which leaves Toronto Union Station at 5:35 p.m., stopping at Danforth, Scarborough Junction, Agincourt, Unionville and terminating in Markham. This train

operates five days a week and is the vestigial remains of a service which operated for many years between Toronto and Belleville via Peterborough. The operation of this train beyond Markham was discontinued by the Railway in early 1962, after a hearing before the Board of Transport Commissioners. That change was made in 1962, when the continuation of the train beyond Markham was discontinued. The train as it now exists carries a considerable number of passengers to Danforth (from which station there is a train in the morning which carries passengers to Union Station) as well as to Scarborough (from where there is no morning service, evening passengers having to make their way to the City in the morning by other means). Beyond Agincourt this train stops at Unionville (from where there is no rail service in the morning) and at Markham (from where there is no direct morning service, but from where passengers can go to Locust Hill, to the east and board a C.P.R. train). That is a one-way train.

This C.N.R. train is therefore no more than a stop-gap and cannot be considered as a serious commuter operation, since it provides service in one direction only, making the trip back from Markham to Union Station in the evening without stopping to pick up passengers, and indeed at a time when there is little demand for travel.

The Agincourt area is also served by The Canadian Pacific line, running northeasterly from Leaside and which branches just east of Agincourt into the lines to Peterborough and Oshawa. There is passenger service between Agincourt and Union Station over this line, leaving Agincourt in-bound on weekdays at 7:24 a.m., 1:17 p.m. and 5:41 p.m. (E.S.T.) and leaving Union Station out-bound weekdays at 8:50 a.m., 2:50 p.m., 5:30 p.m., and 11:00 p.m. (E.S.T.) Now, these have changed, I fear, since we have produced this Brief and I can't tell you exactly what they are. It changes from season to season, and these times are not particularly useful. This schedule changes somewhat from season to season. A year ago the C.P.R. made a move to discontinue all these trains except the train leaving Toronto at 11:00 p.m., but these plans were discontinued upon a considerable protest being made by users of the service, including this Association.

5. Use of Present Rail Service

Although neither the passenger service on the Canadian National line nor the Canadian Pacific line as above described was originally designed as a commuter service, the obvious advantages of travelling to and from the central area by rail have been apparent to quite a number of residents of the area, who have been making use of the existing services for commuting. The C.P.R. train leaving Agincourt in-bound at 8:24 a.m. (local time) carries never fewer than fifty, an average of sixty-five, and sometimes over a hundred passengers to Union Station on weekdays. This train usually consists of one single,

self-propelled Budd car, and it is a rare day when all passengers entraining at Agincourt can find a seat. I didn't have a seat this morning, I didn't have one yesterday morning, and I don't expect to get one tomorrow morning. It is standing room only. There have been as many as one hundred and eighty people on one such car on a winter day. The cars seat eighty-eight. The scheduled time for the trip from Agincourt to Union Station is twenty-six minutes, but it usually takes less than twenty minutes.

The out-bound trains on the C.P.R. which are useful to commuters are those leaving the Union Station at 3:50 p.m. and 6:30 p.m. (local time). Neither of these times is particularly convenient, since the heaviest demand falls between 5:00 and 6:00 p.m. There might be an average of five passengers travelling from Union Station to Agincourt on the 3:50 p.m. train and an average of fifteen passengers travelling on the train at 6:30 p.m.

The usual pattern in travel to and from Agincourt is to travel from Agincourt to the Union Station by C.P.R. at 8:24 a.m. and return to Agincourt via C.N.R. leaving Union Station at 5:35 p.m. (local time). This poses problems for those persons not within walking distance of both stations, since the two railways maintain stations in Agincourt which are three-quarters of a mile apart. Thus, persons arriving by car to take the train must either walk this distance at the beginning or end of the day or must arrange some other means of transportation between the stations. A considerable percentage of passengers are driven to the C.P.R. station by someone and picked up again by someone at the C.N.R. station. What do they call this? Kiss and ride -- is that the expression used?

Thus it can be seen that there is a considerable nucleus of rail commuters travelling to the central area from Agincourt under conditions which are hardly ideal, and which involve complications which would not be present in a system organized for the convenience of commuters. This Association submits that, if a system were introduced which was designed for commuters, the number of passengers could be increased manifold and, with this in view, the Association has on two occasions conducted surveys of passenger potential.

6. Surveys made by the Association

In 1956, nine years ago, the Association conducted a survey in the Agincourt area. On the basis of a house-to-house canvass, one thousand and forty-six questionnaires were filled out. I have a copy of that questionnaire here, sir. Six hundred and ninety-eight people, or sixty-seven per cent, said they wished regular transportation to and from Toronto, other than automobile. Five hundred and sixty of these people said that they would use railway commuter service, if available. They

were asked what time they would like to arrive at Union Station. Well, over half responded that they would like to arrive between 8:00 and 8:30 a.m., and the remainder a little earlier or a little later. Nearly seventy per cent would want to leave Union Station between 5:00 and 5:30 p.m. to return home. Four hundred and forty people of those who indicated that they would use railway commuter service said that they would purchase a commuter ticket. Residents were questioned on a shopping service and four hundred and fifty-nine people said that they would like a service to downtown between 10:00 and 11:00 a.m. and returning between 3:00 and 4:00 p.m.

In 1961 a somewhat less extensive survey was conducted. Again canvassers called at homes in the area and at a limited number of homes in Markham, Unionville and Scarborough areas to test the demand for a commuter service. I have a copy of the form that was used. Residents were asked if they would regularly use a commuter train service between Toronto and Markham and were asked to check whether they would be interested in both a morning and evening train, or one or the other. In addition, they were asked to check what station they would travel to. If they were not interested in a commuter train service, they were asked so to indicate. The results of this survey may be tabulated as follows:

Commuters who would use the train regularly to and from Union Station -

<u>Station</u>	<u>Usage</u>			
	<u>A.M. & P.M.</u>	<u>A.M. ONLY</u>	<u>P.M. ONLY</u>	<u>TOTAL</u>
Markham	75	Nil	1	76
Unionville	41	Nil	2	43
Agincourt	256	4	14	274
Scarborough	<u>89</u>	<u>3</u>	<u>22</u>	<u>114</u>
TOTAL	461	7	39	507

Persons who commute regularly to downtown Toronto area, but would not use rail commuter service - 115.

These two surveys were not conducted on such a systematic basis that their results would indicate any trend over the period 1956 to 1961, but are merely indicative of the demand for a commuter service amongst the sample taken in each survey. The Association submits that they do indicate a very real demand for a commuter rail service in the Agincourt area.

7. Link with Lakeshore Commuter Service

This Association was very pleased to hear of the decision of the Ontario Government to institute a shuttle commuter

service on the Grand Trunk Line between Dunbarton and Burlington. I suppose that should be the Oshawa subdivision and the Oakville subdivision. I think the Grand Trunk is a convenient term. This was considered to be a most commendable step and a recognition of the fact that railway commuting has a most important place in the transportation scheme of Metropolitan Toronto. Although functional details of the service have not yet been announced, there have been general statements to the effect that passengers will be carried to the various stations on the new line by bus and that parking lots at the stations will be provided for them if they drive their cars.

The Association understands that one of the stops in the shuttle service will be at Scarborough Junction and this is the point where the Uxbridge subdivision of the C.N.R. running from Agincourt, meets the main line. The Association suggests that this gives an excellent opportunity to test the feasibility of using a rail feeder line to supply passengers to the shuttle service. This seems a logical extension of the theory of getting commuters off the highways and on to separate rights-of-way. It may be that most of the passengers for the main shuttle service will be provided by local buses but these, of course, will be subject to weather and traffic conditions while a rail line is not. There is already a considerable group of rail commuters who travel from the Agincourt area via a much less convenient system than is envisaged if a service were inaugurated on the Uxbridge division which made regular connections with trains operating on the main shuttle line.

Such a feeder service would depend on a rail diesel car during the off-peak hours, and could perhaps be serviced by a combination of such cars at peak hours, or indeed, a direct run from Union Station to Markham might be provided at rush hour as part of the regular shuttle service. This latter arrangement would be attractive to passengers who seem to have a natural aversion to changing trains.

This Association therefore suggests that, in the spirit of experiment which pervades the Lakeshore shuttle line concept, an experiment involving a rail feeder line for this shuttle service should be undertaken and the Agincourt area is the logical place to try such an experiment.

8. Agincourt Transportation Centre

This resulted from a brain-storming session we had one night. Agincourt is situated at a point where the C.N.R. Uxbridge line and the C.P.R. main line cross. The crossing is at separate grades and is situated halfway between Midland Avenue and Kennedy Road and halfway between Sheppard Avenue and Highway 401.

The Association suggests that this point could be made into the transportation hub of the northeastern Metro area. It would be an ideal site to construct a combined station for C.N.R. and C.P.R. (The existing C.P.R. station is a temporary building - they put it up in concrete blocks and it is still there - and inconveniently located in respect of the railway's marshalling yard. The C.N.R. station is old, and in a built-up area where extensive parking is not available.) The cross-over point has considerable vacant land around it (in fact, the northwest and the southwest quadrants are vacant for some considerable distance; they are just fields), and is near a roadway which leads direct to the 401-Kennedy Road interchange. Thus parking could be made available at relatively small expense and motorists travelling on Highway No. 401 could park their cars and travel to the central area by train, either C.N.R. or C.P.R. Buses could also call at the station to transfer passengers. The point is near the Canadiana Motor Hotel, which could provide facilities for travellers.

A combined station as suggested could serve the two railway lines on the existing two levels. It would eliminate the present three-quarter mile walk between the existing stations for passengers who wish to drive to the train and leave their cars. It would also be useful for handling of merchandise, being close to Highway No. 401 and even closer to an extensive suffrance truck terminal, which is already situated in the southwest corner of the intersection.

Trains running north and south from this junction towards the central area could provide fast service to Union Station or to North Toronto Station and points west. It should be noted that the C.P.R. currently runs a rail diesel car on a shuttle basis between the Agincourt marshalling yard and West Toronto via North Toronto Station but use of this train is restricted to employees of the railway.

Just in passing, Mr. Chairman, I recall seeing in the press when this shuttle service was instituted that someone said to an official of the railway, "Is the public going to be allowed to use this train?" And he said, "Nobody has asked this". May I say that we would very much like to use that train and I would very much like to say formally to the railway, please let us use it.

Trains running north and south from this junction would cross all of the east-west traffic arteries in Scarborough (except Kingston Road) and would tie in with the C.P.R. service and the shuttle service on the Grand Trunk.

9. Summary

This Association's submissions can be summarized as follows:

1. The Agincourt area needs rail connections to the central Metropolitan area;
2. The existing rail facilities are not commuter oriented but are used by a considerable number of persons despite obvious inconveniences;
3. The existing rail commuter interest justifies an experimental rail connection with the proposed Dunbarton-Burlington shuttle service;
4. Existing railway, highway and hotel facilities, properly developed and co-ordinated, could make Agincourt the transportation hub of northeast Metropolitan Toronto.

Thank you very much, sir.

THE CHAIRMAN: Thank you, Mr. Thomson and the Agincourt Ratepayers' Association for their brief.

May I put a few questions on detail first. I think when you were reading the brief you threw in a figure at the top of page 4 with respect to the number of questionnaires you put out. This isn't in the brief, and I thought you just inserted it when you were reading. Did you?

MR. THOMSON: I think what I did was put in a figure --

THE CHAIRMAN: Eleven hundred?

MR. THOMSON: That was the first one, sir, and I think you will find that at the bottom of page 3 -- "one thousand and forty-six questionnaires were filled out".

THE CHAIRMAN: These totals on the next page are from the 1961 questionnaire?

MR. THOMSON: Yes. If you add the figures, that is the total.

THE CHAIRMAN: Why did you take this survey in 1956 and 1961, respectively?

MR. THOMSON: Well, in 1956 there was an interested group of people, and Mr. Whitfield was very active in this, and still is, and this citizen group felt there was a great need for

Appendix "A"

Sample of Agincourt Ratepayers' Association Commuter Survey Card. Survey was carried out in the area about the CNR Lindsay line in Scarborough, Agincourt, Unionville and Markham by door-to-door canvass using volunteers. No card was completed for people who do not travel regularly to the downtown area. People who do travel downtown, but would not use commuter train service marked their card "No".

Front

NAME
ADDRESS

Back

AGINCOURT RATEPAYERS' ASSOCIATION	
<u>Commuter's Survey</u>	
I would regularly use a COMMUTER TRAIN SERVICE between Toronto and Markham.	
Check <u>one</u>	A.M. & P.M. <input type="checkbox"/> STATION—Scarborough <input type="checkbox"/>
	A.M. only <input type="checkbox"/> Agincourt <input type="checkbox"/>
	P.M. only <input type="checkbox"/> Unionville <input type="checkbox"/>
	Markham <input type="checkbox"/>
I am NOT interested in a COMMUTER TRAIN SERVICE <input type="checkbox"/>	
G. W. Osborne AX 3-6080	J. W. Whitfield AX 3-4436

Transportation Questionnaire

To the residents of the Village of Agincourt and vicinity—

Hereinunder is a questionnaire regarding YOUR transportation problems. This form was presented to you by a member of the Agincourt Ratepayers' Association in the hope that you will fill it out completely and return it to us. You may fill it in now and give it to the representative who handed it to you or drop it in the mail addressed to our Special Projects Chairman, Mr. Robert Fugard, 42 Lucy Ave., Agincourt; Phone AX. 3-4597.

This form will help us devise a plan or plans to submit to the proper authorities in order that more suitable transportation facilities may be made available to YOU.

Do you wish regular transportation to and from Toronto other than by automobile?

Would you use railway commuter service if available?

Yes ☐ No ☐

1. At what time do you report for work in the morning?

☐ 7.45 ☐ 8.00 ☐ 8.15 ☐ 8.30 ☐ 8.45 ☐ 9.00

If none of above, please state time.....

2. At what time do you finish work in the afternoon?

☐ 4.45 ☐ 5.00 ☐ 5.15 ☐ 5.30 ☐ 5.45 ☐ 6.00

If none of above, please state time.....

3. At what time would you like to arrive in the city (Union Station or Bus Depot)?

☐ 7.30 ☐ 7.45 ☐ 8.00 ☐ 8.15 ☐ 8.30 ☐ 8.45

If none of above, please state time.....

4. At what time would you like to leave the city (Union Station or Bus Depot)?

☐ 4.45 ☐ 5.00 ☐ 5.15 ☐ 5.30 ☐ 5.45 ☐ 6.00

If none of above, please state time.....

Any other times during the day? (Shopping, Pleasure, etc.) If so please list below.

Would you purchase a commuter ticket if available?

☐ Yes ☐ No

If railway commuter service is not available would you consider using an improved bus service? Yes ☐ No ☐

.....
(NAME)

.....
(ADDRESS)

This canvass is being conducted as a Public Service Project by the Agincourt Ratepayers' Association. For further information regarding the Association please phone or write our Membership Chairman, Mr. Charles Randall, 34 Marydon Cres., Agincourt; Phone AX. 3-6671. We would be pleased to have you as a member.

To be effective it is desirable that this form be filled in by you whether or not you require these facilities.

transportation in Agincourt and they of their own volition got this going, and it was from that, incidentally, that I got these figures. I am very pleased to file it. This is what we got in 1956, and this was a spontaneous citizens' grass roots idea.

THE CHAIRMAN: What about the one in 1961?

MR. THOMSON: The C.N.R. were muttering about the 5:35, and this citizen group sparked a protest which resulted in it being kept on the market.

THE CHAIRMAN: If there was another survey taken, what would you think would be the change in the desire for commuter service?

MR. THOMSON: I would say, sir, it is getting more desirable all the time. The population on these trains seems to be increasing. I would say that the demand is increasing.

THE CHAIRMAN: You would say that there would be a continuous rise in the number of people who would want to use it?

MR. THOMSON: Oh, yes, sir.

THE CHAIRMAN: With respect to the numbers that come in in the morning on the C.P.R. where the timing was acceptable and the few that went out on the 3:50 and 6:30, there is a great discrepancy, and I assume that these were mostly returned by the C.N.R. and dumped from a station three-quarters of a mile away and kissed and left?

MR. THOMSON: Yes.

THE CHAIRMAN: Would there be an approximate equalization of the number that came in on the 8:24 in the morning and those that went out on the three trains, or would there be a lot more on the 8:24?

MR. THOMSON: A lot of people come down by train in the morning and come back by car or bus, and others may come down by car in the morning and come back by train.

THE CHAIRMAN: But there would be substantially an equal number coming back on the three trains to those that went out in the morning?

MR. THOMSON: There would be more coming out in the evening than went in in the morning.

MR. COMAY: The way they managed to set this up in Agincourt, there was a man who was faced with this problem and

I understand he bought a collapsible bicycle that he took down and stored at Union Station.

This notion of creating a transportation centre in Agincourt is a very attractive notion, of course, but who does it? What level of Government?

MR. THOMSON: Well, Mr. Comay, we are just the grass-roots, we are not experts. We just sat there and brainstormed one night, and how this is going to be done I wouldn't dare suggest to this group. It is an idea, and we just throw it out and there it is.

MR. COMAY: If such a centre could be created, a transportation centre, to which people would come from a fair radius, would you see this as a nucleus, as a regional centre for the Metropolitan area, where shopping facilities would be attracted?

MR. THOMSON: This may well be the case. We did conduct another survey about three or four weeks ago to see where people came from. I haven't got the figures on it. I live three and a half miles from the station and I have an old car which gets me to the station and back home again. I have two cars and I could drive down, but I prefer to take the train.

MR. VANCE: The station on the C.P.R. and C.N.R. commuter service, do you see that as a commuter station on the C.N.R. line, a commuter station on the C.P.R. line, or both?

MR. THOMSON: Well, of course, I have read the report on the use of rail lines that was put out in 1963 and I appreciate fully that the C.P.R. line is very heavily travelled. I can see the hundred car freight may cause trouble. I think the C.N.R. line indicates it is much more adaptable, but the C.P.R. is there and it would be an excellent point to have a certain amount of cross-town traffic, and, of course, long-distance trains.

MR. VANCE: If there was a choice between the C.N.R. line and the C.P.R. line running from Agincourt down to the Summerhill subway, which do you think would be more desirable?

MR. THOMSON: There is a higher concentration of travel terminating in the downtown area, so I think if one could terminate at the downtown area where one could walk to the office, it would be very nice.

MR. VANCE: You don't think many people would go downtown and transfer at the Union Station and come up?

MR. THOMSON: People do do that. I think a number of both would go.

MR. VANCE: Supposing there was a commuter service that went right downtown, what would you think would be an acceptable fare for the full trip, that is to park your car, if you took your car, ride on the train and transfer to the subway?

MR. THOMSON: Well, the return fare now is \$1.30 and there is free parking. The fare has been going up. I have been riding this train for eight or nine years, and the fare has gone up 50%. There used to be an excursion at weekends, but not now. It is \$1.30 and quite a lot of people use it at that price, which is not as much as the bus.

MR. BOWDEN: I think the thing we perhaps lose track of when we are talking of the fare from Agincourt to the downtown area, you must remember that there are many people east of Yonge Street wish to get to points west of Yonge Street, so both could be used. But I don't think anyone would object to a \$2.00 fare, with free parking and good service.

MR. COMAY: How competitive would that be with the T.T.C., say at \$1.25?

MR. BOWDEN: They say they are going to charge \$1.25. That is inclusive.

MR. COMAY: It is \$1.25, for which you get four tokens.

MR. BOWDEN: Yes.

MR. THOMSON: Of course, we have to educate people to use that service on a regular basis. The person who rides on a dirty day in the winter and drives in the summer is a snake-in-the-grass. I think we have to educate people that it is in their best interests to use this service.

MR. GRANT: In the two studies that you made, and I admit that there was not the same basis for the survey in each case, was there any trend noticeable on the number of people who wanted to go to some other destination other than the terminal of the trains, any indication that more people were getting off at Leaside, an indication that more people would use the subway if they got off a train at the Union Station, to give an indication whether or not there is a greater dispersion at the terminal?

MR. THOMSON: I am afraid our survey didn't go that far. We would be very pleased to conduct such a survey if the experts of the Study would tell us what they want to know.

MR. GRANT: Perhaps what we want is a lot of the detail of the last two studies and develop it from there.

MR. THOMSON: I don't know that the individual cards are available. In the 1961 study the cards were, in my presence, handed to representatives of the C.N.R. Where they have gone I don't know. I expect they got filed pretty shortly. This more recent one, I believe the Study has copies of that. We would be pleased to conduct any further survey that the Study would suggest.

MR. VANCE: In your second study on page 4 you list one hundred and fourteen people in Scarborough who use Scarborough station. How did you select these Scarborough people? Were they randomly selected?

MR. WHITFIELD: These cards were handed out primarily to the passengers on the train with instructions that they hand them to people who they knew would be interested.

A SPEAKER: At the risk of showing dissension with my friend here, he would accept a \$2.00 fare, but I think this would be putting the thing out of existence before it even went in. I think it has got to be competitive, and also it has got to encourage people to use it. By the same token, it has got to discourage people from bringing their cars downtown.

MR. THOMSON: I would be doubtful of a \$2.00 fare. That is pretty high.

MR. BOWDEN: I was basing that on the parking at the subway plus the four tokens back and forth.

THE CHAIRMAN: The four tokens were included in the \$1.25. You understood that?

MR. WELLS, M.P.P.: I think the \$2.00 fare would make it uncompetitive. It is 75 cents return on the Toronto Transit Commission now. I think provision should be made for free parking at both commuter stations.

THE CHAIRMAN: Thank you, Mr. Thomson. It has been a very interesting presentation from the Agincourt Ratepayers' Association; it is just the kind of information we are seeking.

The next brief will be presented by the Township of Scarborough, whose Reeve is Mr. Campbell. I believe the brief will be presented by Mr. Brown and Mr. Easton. May I introduce Mr. Robert Stanbury, Member for Scarborough.

SUBMISSION OF

THE CORPORATION OF THE TOWNSHIP OF SCARBOROUGH

Appearances:

Mr. D.F. Easton
Mr. R.K. Brown

MR. EASTON: Honourable Minister, gentlemen, Mr. Brown and I have been instructed by the Council to come forward and amplify on the written brief which the Council has submitted to you. I believe you have all received copies, and if we could file a copy of the written brief and Mr. Brown and I could independently put forward further verbal submissions to amplify the brief, I believe it would save the Committee a lot of time.

THE CHAIRMAN: It is not too long. We would like it read into the record.

MR. WELLS: Mr. Minister, before Mr. Easton presents the brief I would like to introduce the members of his Council. You already mentioned the Reeve, Mr. Campbell. Also present are Councillor Mallette, Councillor Oliver Crockford.

MR. EASTON: The Honourable C.S. MacNaughton, Minister of Highways, Chairman, Executive Committee, Metropolitan Toronto and Region Transportation Study. Dear Sir:

Scarborough Council Submission, Commuter Rail Service and Transportation Planning in Scarborough

The Council for the Township of Scarborough was most pleased, some months ago, to learn of the efforts being made by the Regional Transportation Study Group and, more particularly, by the Government's announced intention to establish the first rail commuter service through Scarborough, along the C.N.R. right-of-way, between Burlington and Dunbarton. This area is outlined in yellow as it would affect the Township of Scarborough.

The Council has been given to understand that it is the Study Group's intention to hold Public Hearings in the regional area very shortly, and also, formal submissions have been requested from elected bodies and other organizations, having a direct interest in Regional Transportation and Commuter Rail Service.

In reference to these matters, the Township of Scarborough wishes to make the following observations and comments.

INTRODUCTION

The Township officials have for many years expressed

the view that transportation planning for the Metropolitan area, as well as the Region, was sadly lacking and continually falling behind. This, of course, has been a great hindrance and obstacle to our Township Planning and Development.

In 1957, the Township Official Plan was given approval by the Minister of Planning and Development in accordance with The Planning Act. This plan has formed the basis of all Township development. Lacking in that Plan, and still missing, is a section dealing with transportation. We feel that this information is not only essential but is vital to the production and adherence to standards of orderly development.

Since the formation of the Metropolitan Government in 1954, the responsibility for transportation planning, having specific reference to major roadways and public transportation, has been invested in the Metropolitan Planning Board. While it is acknowledged that studies have been underway for many years, it was only in December 1964 that a Transportation Plan was circulated for comment and approval by local Councils.

Massive strides have been made in the nature of Subway and Expressway construction across Metropolitan Toronto. This has been largely done on a piecemeal basis, following no criteria or priorities known to us, and only to a vague degree fitting in with the suburban and regional official plans and stages of development.

It is not proposed to use this opportunity as a means of levelling criticism at other levels of Government, rather, we wish to illustrate the vacuum that has existed in transportation needs and co-ordinated planning with local government representatives. It is also acknowledged that some of this will be overcome when the Metropolitan Official Plan is finally adopted, including the transportation section which has only recently been released. It is, perhaps, most timely that the Regional Study Group has become involved at this stage, before the final acceptance of the Metropolitan Plan.

THE METROPOLITAN TRANSPORTATION PLAN

The Metropolitan Toronto Planning Board in 1960 issued a draft Official Plan for development covering a twenty year period. This draft included a rough outline of transportation needs, and this was a preliminary report which formed the basis of more comprehensive studies. These studies are now embodied in the latest Transportation Plan dated December, 1964.

The recommendations of the Metropolitan Transportation Plan is carried to considerable lengths to substantiate the view, "that Metropolitan Toronto must have a 'balanced' system of transportation, making the best use of roadways, expressways,

rapid transit and possibly commuter rail service". The only reference to the commuter service is contained on page 63 of the report. It is rather vague, probably as the result of the continuing studies by the Metropolitan Regional Transportation Group.

The mass transportation facilities for this Township, as visualized in the Official Plan, incorporated the "Bloor-Danforth" subway extension; the Gardiner Expressway, and now added to this we have learned of the C.N.R. Commuter Rail Service. The Bloor-Danforth extension is outlined in brown as it affects Scarborough, and again the commuter service in yellow.

We have no quarrel with the Metropolitan objectives for balanced transportation, however, we do feel that the emphasis in our Township, at the present time and for some years to come, has been 'over-balanced' in favour of public transportation at the sacrifice of expressway needs.

SCARBOROUGH DEVELOPMENT

The core of future Township development will be centred on Lawrence Avenue at a point considerably east of Victoria Park Avenue and there has been no effort to serve this area by mass transportation, expressways or rapid transit. This ties in with the submission of Agincourt, as an additional commuter service. The unfortunate planning aspect is that our major transportation facilities are all concentrated along a south, east to west corridor, following generally the Lake Ontario shore outline, and the C.N.R. right-of-way. The extreme of this system is reached when it is considered that at one point, crossing Victoria Park Avenue, we will have the Gardiner Expressway, Subway and the Commuter Rail service, all within a distance of 2,000 feet. There is the expressway, the commuter service and the Bloor-Danforth subway which are within about 2,000 feet. This is at a point four or more miles from the existing core of development, and six miles from the future geographic core of development.

This is in no way intended to indicate that the Commuter Rail service is not required, and quite to the contrary, we feel it will provide a much needed service to existing and future development along the C.N.R. right-of-way. It does, however, raise the question of how all these facilities can be accommodated along a single narrow corridor, and compete in terms of passengers and service to the overall Township.

The Transportation planners, in considering expressway facilities for the Township, have unquestionably attached considerable importance to the MacDonald-Cartier Freeway and this facility is intended to accommodate east to west movement of traffic from a more northerly corridor. We seriously question both the function of this freeway and the ultimate capacity to serve the next phase of Township development, which will be

centred north of the Freeway in the Agincourt area.

Plans were recently approved by Council and Planning Board for a community of 90,000 population commencing east of Victoria Park Avenue and north of Sheppard Avenue. That is, there will be three communities with a total population of 90,000 persons within the next three or four years.

A start on this development is expected very shortly. We are satisfied that the planning is sound, with the exception of transportation. We must acknowledge that the private automobile will be the major carrier, and we anticipate that the MacDonald-Cartier Freeway and the Don Valley Parkway will be large factors in any future official development studies.

The single salvation for this development, in terms of public transportation, would seem to be the 'rail commuter' service, following the C.N.R. Uxbridge line, which will enter the heart of this new community. This line has been included in feasibility studies already undertaken, and the Township staff have had preliminary discussion with the Metropolitan Regional Transportation Study group on this. We realize that there are switching problems to the main line and other technical factors involved. We also realize that this Study group and the Government wish to evaluate the main line service before placing other routes into operation. We wish to indicate that this northern area is one that lends itself readily to public transportation needs.

COUNCIL COMMENTS: COMMUTER RAIL SERVICE AS PRESENTLY PROPOSED

With specific reference to the announced system of rail commuter service, Council wishes to go on record as offering the following observations:

1. It is recommended that the closest co-operative scheme be worked out with the Toronto Transit Commission to make it possible for passengers to be able to reach the Downtown core of Toronto with a maximum 'two fare structure'. It is suggested that to operate efficiently, the two public transportation services should be complementary rather than entirely competitive. This is particularly true in Scarborough, where the subway route is within 2,000 feet of the rail service.
2. It is suggested that there will be a need for the Study Group of the Province to co-operate in the closest

terms with local authorities in locating stations and related facilities, such as parking and road access.

3. It is suggested that prior to this Rail Commuter Service being placed in operation, that a 'saturation' publicity scheme be worked out, by which means the general public will have a broad knowledge of the availability of the service.

Respectfully submitted.

THE CORPORATION OF THE TOWNSHIP OF SCARBOROUGH.

THE CHAIRMAN: Thank you. You and Mr. Brown wanted to supplement this with further information?

MR. EASTON: Yes. Mr. Chairman, I would just like to reiterate the compliments of the Reeve and Council on the efforts of your Committee in establishing this commuter service.

If I may, with the help of these maps, the Township of Scarborough has been very conscious of good transportation facilities, evidenced by ratepayers' meetings of the Township of Scarborough and also as to the preparation of our Official Plan as approved by the Department of Municipal Affairs in 1957, and it had the approval of the Metropolitan Toronto Planning Board, and this was without the benefits of a transportation plan to protect our through traffic arteries. We have been blessed with north-south roads every half-mile apart. This has given consideration for internal growth facilities by implementation of this plan and has directed it towards things as reversed lots.

The blue outlines on our map are the employment areas, to show job opportunities in relation to the population. The general way the Township is built is north of 401, including the Agincourt area. But we have consciously endeavoured to prepare this plan for internal roads for the movement of people and goods and materials and land use, and also that the industrial areas are dispersed in a manner in close proximity to the residential areas, having regard again to the movement of goods and materials.

With the Bloor-Danforth subway and with possible extensions and with the construction of your commuter service and any extensions which you consider are necessary, the Municipality or a section of the Municipality, will be reasonably well serviced by the commuter service. However, these facilities are designed for moving people and it is only the expressway which is going to move goods and materials which are vital to these land-consuming users; they do need large areas of land for movement, parking

and loading facilities and they have sought refuge in the suburbs for obvious reasons. This being only one schedule of our plan, land use for transportation, we have endeavoured to set aside land for industries, and without adequate expressways I think you can appreciate that these industrial users, to move their goods and materials externally in the Metropolitan area and internally, they need proper facilities, and particularly in the face of our current statistics. We have all read Mr. Comay's transportation plan. There is an increase in automobile use, the need for these expressways is increasing today, and there is a need for adequate servicing of these industrial uses. We must also endeavour to give proper employment opportunities in Scarborough generally related to the population. We know that 45% of the population of any municipality is generally a working force, and Mr. Comay had supplied us with interesting statistics which indicate that 34% of this working force in the western section (we have illustrated it in colours here: the future expressways are in red, the green ones, 401, which is constructed, and the rapid transit is in blue) work generally in the western sector and in Scarborough 17%. In support of this figure, there isn't so intensive development in the eastern areas, job opportunities. We would like to see them, but we do think that this is very relevant.

In the west end of the City the expressways were built first along with the industries, and if this were done we think this would be a big stimulus to this area and it would provide job opportunities such that people don't have to move excessive distances in the Metropolitan area.

In conclusion, I would like to respectfully request that in pursuing your studies due consideration be given to the co-ordination of these external transportation facilities, commuter services and the future east end expressway, that these be related to these local metropolitan roads, and particular consideration be given to a balanced service. We are convinced that this expressway facility will be a big stimulus to the employment opportunities in the locality.

Thank you, Mr. Chairman.

THE CHAIRMAN: This is the first submission we have had by way of representation for extension of facilities for the movement of goods in our hearings, and it is rather refreshing.

Mr. Brown, do you want to supplement this?

MR. BROWN: Yes, Mr. Minister, and gentlemen. I would like to comment in support of the brief generally in relation to our local road system and with regard to transportation generally and vice-versa.

In any transportation study, the local street system plays an important role. The system should be a part of local government responsibility as it serves the people and commerce very directly. In Scarborough, the system consists of arterial, collector, and local streets, with various traffic capacities ranging up to 15,000 vehicles a day. Now, we have other streets in Scarborough which have a much higher capacity, and I do have a plan indicating some of the traffic volumes we have in our street system which perhaps I could show you in a few moments. We have some volumes up to 45,000 vehicles a day on streets such as Eglinton. This is getting up to expressway volumes. In this happening, of course, these vehicles don't move anywhere as quickly as they do on expressways; in fact, some of them don't move at all. The street system is independent of other facilities, and this includes the rapid transit system, the subway and the commuter, and generally we cannot plan as well as we should without having information on these basic facilities.

The Metropolitan Toronto Transportation Plan of December, 1964, outlined a number of basic considerations for a good transportation system which can also be applied to local conditions, and I will just point out certain functions of a good street system will be as follows:

1. To serve for rapid transit collection and distribution by automobile, bus, et cetera.
2. To provide the servicing of industrial and commercial enterprises by truck transport.
3. Segregate truck and arterial traffic from residential neighborhoods.

This is often a very serious problem where you are trying to keep a residential environment and you have trucks going through and it spoils the whole environment.

4. Provide safety for pedestrians; school children in particular.

Certain safety considerations are quite a concern to the local council.

5. Provide a right-of-way for utilities of all types.

I think this is sometimes forgotten that the local street systems should provide for a right-of-way for many utilities. A lot of them are buried and you cannot see them, but they are there, they are underground.

6. To blend with the environment for all types of land uses.

I think the local street system should be designed to blend into the various uses involved, industrial, residential, commercial, and so on, and the character of the system must blend if at all possible.

7. To provide easy and safe access to various land uses.

Of course, the prime function is access to property, and this is the function which we have to take into consideration, safety and general ease of access.

For a number of years the Council and Planning Boards of Scarborough have adopted a far-sighted approach, thus providing an excellent local road system following the above principles. Land use and development have been controlled in such a way as to achieve such a system. In addition, substantial sums of tax revenue have been spent to acquire, construct and maintain our roads and streets. The Department of Highways is certainly aware of this because they have contributed by way of subsidies.

As Mr. Easton mentioned, reverse lot planning has been provided on our streets, and I think Metro has taken advantage of that when they have taken the street over. We have attempted to use street classifications, where we have our minor collectors and major collectors on a proper scale. We have a collector from here which functions very well to serve the industrial development that is taking place.

Many of the major or arterial roads have been taken over by Metro, but we still have under Township jurisdiction a number of arterial roads which will continue as part of the local system. The Scarborough Official Plan, as mentioned in the brief, had a Roads Section which envisioned the construction of the Gardiner Expressway, and much of our planning has been oriented towards this major facility. Actually this is a revision of our Roads Plan. The Gardiner Expressway route has been shown for quite a few years now, but we are at the point where further transportation planning at the local level is difficult, as information on the major facilities is not definite enough at this time. Overall transportation planning, on a Metro or Regional basis, must be carried out for our future planning efforts to be effective. The location of expressway interchanges, subway stations, commuter stations, and the alignment of these major facilities, must be decided far in advance of construction for both good transportation planning and also for land use planning. This has been indicated in the brief. The type of information necessary is that which appears in the proposed Official Plan of the Metropolitan Toronto Planning Area, which suggests that there

will be some integration with our neighbouring Townships of Markham and Pickering, as well as with other Metropolitan Municipalities. Certainly if that information in the new Official Plan was quite definite, let's say a little more definite, we would have a better basis for our own planning.

I am sure that we all agree that some planning is essential, and the Township of Scarborough has certainly done its share in developing the local street system. Planning is not very effective unless financial programming and implementation is taken into account. When planned facilities are delayed for a number of years, and perhaps the Gardiner Expressway may be an example of this, other major facilities may be planned and programmed in advance, thus throwing out of balance the staging of development. The construction of the Don Valley Parkway in advance of the Gardiner Expressway has probably done more to change planning orientation in Scarborough than anything else in recent years. Maybe I should refer to this. The Gardiner route is shown here and the Don Valley Parkway, and you see the Don Valley Parkway approaches close to the boundaries of Scarborough, and it certainly affects Scarborough's development; it is affecting Scarborough's development. I think we can agree that there has been a change from the east end through to this area. I don't want to imply that the Don Valley construction is a bad thing, it may be very essential for good development generally, but I do want to point out that perhaps in 1957 the Don Valley Parkway wasn't as well thought out as this one was. But these are the basic effects that major facilities have on our planning. Implementation of the planning should therefore be taken into consideration in any transportation study.

On page 2 of the brief there is a reference to construction which is being carried out in the Metropolitan Toronto Area for major transportation facilities, and we refer generally to some of these facilities. We have shown here, I believe, the existing facilities and the planned facilities. Certainly some of the rapid transit lines, the Spadina Extension, the Yonge Street Extension, the extension of 400, and so on, all of this is, of course, planned along with the Gardiner extension at some time, but the timing and implementation is an important factor to all of the municipalities involved. We think it is a very important plan.

In the brief we support the need for a balanced system of transportation, incorporating rapid transit, expressways, commuter rail facilities, as well as the necessary local bus and automotive facilities. I would suggest that Scarborough has provided a good basis for the local facilities, but has need for more of the major facilities at an early date to serve the needs of expanding industry, as well as for the people working outside of the community. We seem to have two needs; one is for the very many people we have here who work perhaps downtown and in other areas of Metro; we also have a need for facilities to support industrial and commercial enterprises.

It is our hope that this Study will provide recommendations for improving the overall transportation planning which now appears to be lacking. Certainly regional consideration, I think, is a very good step in co-ordinating many of these activities.

If I might, Mr. Chairman, for a moment show you this plan which I am afraid I didn't have a chance to put up. This is a plan of Scarborough, with many, many volume counts on it. Some of these are taken by Metro and some of these are taken by our own staff. I mentioned volumes up to 15,000 per day, and in an area such as this -- Warden Avenue is a major road -- we have 11,000 on Pharmacy, in the Golden Mile Area. We have volumes up to about 13,000 on Gerrard Street, which is quite a large volume. We do have a lot of people out there, a lot of congestion. At the present time people moving out of Metro with cars usually use 401, Lawrence Avenue, Eglinton and one or two other arterial roads out. These are not enough for peak hour, and not even enough at the weekend. You will notice Kingston Road, West Hill, 19,000 vehicles. At weekends, Sunday evenings, and so on, this is quite a jam. There is a lot of congestion. Sometimes I am surprised myself seeing that some of this exists. We seem to need more major facilities. So this information is maintained from time to time with the Metro Roads people and we exchange information.

I think that is all I would like to say. I would like to introduce Reeve Campbell again. I think he has a few things he would like to say.

REEVE CAMPBELL: Mr. Minister, members of the Committee, I don't intend to repeat what has been said in the brief that was prepared by the Township, but to just make some general statements and then some specific detailed statements with respect to your commuter line as it applies to Scarborough.

I think basically you have to know the position of Scarborough as a municipality, that the Township of Scarborough has a population of 275,000 people now, and it will be 300,000 people or rapidly approaching 300,000 people, and when you place that in the other municipalities in Ontario, I think Scarborough is about fifth or sixth, and about the ninth or tenth largest populated area in Canada. So if Scarborough was situated away out from the Metropolitan area our problems would be different, but they would be treated as individual problems rather than problems associated with the Metropolitan area. If you think of our area, the Township of Scarborough, as an area which is just about twice the size of the City of Toronto in area and that it has changed from a very rural municipality to the heavily populated area in the period of 12 or 14 years, this puts us -- of course, North York and Etobicoke are in somewhat the same position.

Basically, as has been stated, our problem of transportation north and south is not in as serious a position as our transportation problem east and west, because we have roads every half mile and Metro has developed our north and south roads pretty well. But when you look at the number of traffic lanes that are available going east and west, they are very limited, and when you think of the basic movement of traffic as being east and west into or out of the City, it is this east-west traffic that is our problem. When you compare over on the west side of Metropolitan Toronto and you think of all the lanes of traffic that cross the Humber River, for example, and if you compare it with Highland Creek over on the east end, we have in the Township practically one main road, the Kingston Road, crossing the Creek, and all traffic coming in from the east must come in on those two main roads, whereas in the south you have numerous lanes; I think around the Humber and Queen Elizabeth there are sixteen lanes available there. This is the problem.

We feel that one of the shortcomings in the development of transportation is the fact that the Gardiner Expressway has not been built and, as it appears now, it may be 12 or 15 years before it is built, because somebody had more influence in getting the Spadina Expressway undertaken first. The problem is because the Gardiner Expressway has not developed. If you study other countries in the world, Stockholm, Sweden, the first thing the people did, if they wanted to build towns, was they built the public transit system first and then built the town and the community around it. We seem to follow the other direction, that we get the people out and after they develop there and they develop their method of travel and they get two cars, then we think of putting some public transportation out to them and hope to get them out of their cars. Perhaps we should think along the lines of other municipalities and other cities in the world. For the trucks and commerce we need the Gardiner Expressway.

The problem of this particular commuter line which you are planning, as I see it personally, you have selected four stations for this line; you have selected the Port Union area. If you look at the access to the Port Union area and the number of people who live there, and there are some in West Rouge here and south of 401, otherwise people have to move quite long distances to get to that Port Union Station. I don't think people are going to go away from the direction they want to go to get down. So the Port Union Station, as I look upon it personally, is going to have a limited drawing factor. There will be some, but after they get on 401 they have got to get off it and turn off here, and I think if we were asked to do that we would stay in the car. There is no provision made for bus transportation down to that station, so until something is done to get people to go to that Port Union Station, then it will be a drawback. If you look at the Guildwood Station, this road here doesn't come through, Livingstone Road, and the golf course cuts through here.

So all of this area is more or less cut off from the Guildwood area. So I think all that you are going to get using this Guildwood Station is from the south, which is a limited area. When you come to the Eglinton area, it may be a fair station. So I would think, of these two stations, the Scarborough Junction Station is the one that will be drawing the passengers to your commuter line.

If you are going to have people ride on it there has to be some place to park and I agree with Tom Wells that if you are going to induce people to drive to a station and leave their cars, you have to make it attractive and you must provide free parking. As far as volume of traffic, you really only have two good ones as far as the Township of Scarborough is concerned. It says something about not more than two fares system. We were not talking about zone one and two, we were talking about if someone got on here and went downtown and then took another subway out again, they would have to put a fare in the box and then go to Union Station and put another fare in. That is three fares to get downtown, not two, two on the T.T.C. and one on the commuter line. It would run the price up. We are saying that it could somehow be worked out that they could pay their T.T.C. fare here and then transfer down the line again. But it may be worked out in co-operation to make it more competitive in providing the accommodation.

The Agincourt Ratepayers' Association are only too right in saying that this Uxbridge line is the key line as far as commuters in Scarborough are concerned, because here is where the people live. The T.T.C. say they will attract more people to walk to their transit system. Most of them walk only 2,000 feet, and if it is more than that they will go another way. Now, if you went right up that line here, it is all residential. There is some industry alongside it, but there is fairly close residential development there. If you could only provide one or two coaches -- and this line, by the way, only has two or three trains on it -- if you could have some of these self-propelled coaches on that line, I would say you would bring more passengers on to your system than you will on anything out to the east end.

Another thing is that these people have to come down and go back up the Yonge Street line. There is a spur line there which comes right down there. Is there any thought of trying to join this commuter line to the end of the subway and then get on the rapid transit system? I think that is something to be considered, whether you join these in some way. The T.T.C. are looking to picking up at this point here at Warden and St. Clair and building a streetcar line up to Markham and Ellesmere so they would then have a feeder line into the rapid transit system. What the report is going to be or whether there is going to be money available we can't say, but that is where you would draw a large number of people on to a rapid transit line.

These are just a few remarks I thought I would make. You must provide speed and you must provide a comfortable ride, and then you will induce people to ride, but if you don't have speed and comfort, then people will drive their cars.

THE CHAIRMAN: Thank you, Reeve Campbell.

Gentlemen, have you any questions to put to Mr. Easton or Mr. Brown?

MR. VANCE: In the brief it is mentioned that this commuter rail service should be complementary rather than competitive with the T.T.C. Just what did you mean by that?

MR. EASTON: It is at this location where your commuter service and the T.T.C. are within 2,000 feet now.

MR. VANCE: You don't think the people would go from the commuter rail service and then down to the Danforth station? They are quite a long way apart.

MR. EASTON: Take the commuter from East Scarborough and then transfer to the Danforth?

MR. VANCE: Yes.

MR. EASTON: No, this is impossible.

MR. VANCE: You say the centre of Scarborough is at Markham and Lawrence, or somewhere around there. That is the geographical centre of population.

MR. EASTON: At the present time, yes.

MR. VANCE: You are not trying to protect it as a municipal centre, or are you?

MR. EASTON: No. There is a major shopping centre.

MR. VANCE: Are you trying to protect it as a municipal centre?

MR. EASTON: No. There is this vacuum to the downtown core which concerns us, and particularly there are a lot of industrial districts in the Golden Mile area. The Don Valley Parkway is of some help, but it is an indirect route.

MR. VANCE: You mentioned the need for additional expressway facilities. Is this in regard to the Gardiner Expressway or a new expressway?

MR. EASTON: The Gardiner is the one that is now planned.

MR. VANCE: You are not thinking of a new expressway?

MR. EASTON: No.

MR. COMAY: If the plan is carried out in a reasonable period of time, is the existing arterial road system or the planned arterial road system feeding into the Don Valley Parkway and feeding into the Gardiner Expressway sufficient to deal with the traffic, do you think?

MR. BROWN: I think I made comments about the adequacy of these arterial roads now. I think in the 1957 thinking this appeared to be an adequate solution, the 401 and the Gardiner perhaps being reasonably adequate to service the area. I think that with the trend towards higher densities and with the increase in vehicles, and so on, perhaps consideration should be given to additional facilities. Let's face it, this thing is a little bit awkward in that it does follow the shoreline here. Perhaps as development takes place, as densities increase, as our core moves up to this area, as we get development in the north end, there will be a need for additional facilities. I think there will always be a need for road facilities as well as rapid transit facilities. I know that some of our communities are already above the original planned densities. So this is a trend.

MR. EASTON: Markham Road is now taken over by Metro, and it seems to us that there may be good justification for controlling access to that, because it would look from the general Metro picture that there is going to be a need for more north-south facilities.

MR. COMAY: Is the thinking that if an additional connecting link is required, a major road facility, it is primarily to connect highway 401 and the Gardiner Expressway in a north-south direction or is it to be more leading into the central area?

MR. BROWN: I think the key to this is the question of the adequacy of some of these arterial roads. Some of these expressways are planned to have six lanes and can carry heavy volumes, but there is controlled access and I don't think they can serve as good arterial roads in that connection. We have excellent north-south road facilities in our arterial system. It may be that there is a need for better facilities where Markham Road is. Perhaps Markham Road could be used to provide that north-south facility. I think your comment about some other facility through the core of Scarborough and directing it downtown may be more urgent.

COUNCILLOR MALLETTE: I just want to expand on two points. The Planning Director has pointed out the importance of the express route, and the Reeve has pointed out they had taken into consideration in their transportation planning

activities a development that would come thereafter. I should like to point out that if you look at this map and you are considering the area you are considering and realize that the industrial "Golden Horseshoe" favours the west end of the City of Toronto, you look at this map and you realize transportation services there are multiple to Scarborough. Since we are the least favoured end, we must attract industry which will provide job opportunities and give us a good assessment base, but due to factors beyond our control, it has left us with a poor financial base.

As to Yorkdale, I would remind you that their base has increased in population and in assessment in North York, and in the Yorkdale area, the planned construction, the increase of the lanes on 401, the extension of the Don Valley Parkway, I think you will realize that transportation is the key which has sparked this rapid industrial growth in North York. The Spadina Expressway may have had some influence, but it has certainly had more members on Council affected by it. We have only one member. We don't have equal opportunity to present a request to Metro Council, and of this Committee I believe you, sir, are the only elected member here, and as an elected person we have to look on you at the Ontario Government level to at least give us the opportunity to plan our municipality. Our staff are very competent in their fields, and we feel we could induce the Metro government or whatever government it is, if we are given the opportunity, to construct this subway and improve the facilities.

The Study map shows the heavy population to the north and west and it concludes that the Metropolitan Transportation must be in that direction. Now, this is the chicken and the egg, because if the Ontario Government is concerned about transportation they can take steps to initiate transportation ahead of the need to create potential, with a good assessment base. So you have not only an opportunity in the transportation field but also to give initiative to the Metropolitan Government to move these up in priority. You can improve it by improving the poorest financial base link in Metro.

MR. VANCE: You mentioned there is to be a population of 90,000 in the Agincourt area, the northwest section of Scarborough?

MR. EASTON: These three communities we expect to develop in the next five years, up to Finch Avenue, from Sheppard north to Finch Avenue.

MR. VANCE: Are they constructed now?

MR. EASTON: They are under planning right now, planning approval at this stage. Sewers are under construction right now. This area is in the final stages of planning.

MR. VANCE: Would the rail commuter service up there upset that plan?

MR. EASTON: There has been no question of looking for commuter stations. It could be co-ordinated at this stage with this development.

MR. COMAY: Would a transportation centre such as you are suggesting fit in with this commuter service?

MR. EASTON: It is possible. We have developed our roads where we think that something of this nature could be done. We are thinking of the bus feeder lines to the commuter service.

MR. BROWN: I think it is indicated here that the commuter line as proposed is located here. The centre of these communities is at Finch and Warden. This would be the hub of these three communities. A commuter station here would service 90,000 people quite nicely. We have made provision for a collector road which would draw bus and automobile traffic in towards the rail line. So this fits in quite well with the commuter proposal.

COUNCILLOR CROCKFORD: Mr. Minister and Members of the Committee, I would just like to add a couple of points to what has been said in connection with this transportation problem. I hope in the transportation problem being considered now the same mistake won't be made that was made in 1957. They told us that we wouldn't need a sewage disposal plant until 1975. This is 1965 and we have 275,000 people, and I feel, like the Reeve and our Councillors, that this neglect of the east is something that shouldn't be tolerated any longer. I think in the east along the Kingston Road and these areas you will find that we need it there.

I don't entirely agree with Reeve Campbell about needing the Port Union Station. I think we need it. Subdivisions have already been approved by the Planning Board, and I would say there is something in the neighborhood of 1,500 homes are going to be built there in the next two years and these people will all be within walking distance of the Port Union Station. Having business connections there, I hear people talking and they are very much pleased with the fact that this commuter service is going to be established and that they will be able to use this Port Union Station for travelling down to the City. In fact, I happened to be in the store the other day and one man said to me, "As soon as they get that commuter service in I am going to leave my automobile at home".

I do agree with the Reeve that this Gardiner Expressway ought to be completed out to the east end. They say

that the east end can wait for a year or two. That is not true. They put a bus over the Highland Creek and they found out after a short time that it was one of the most used lines they had; there were more tickets taken on that line than any other line.

Scarborough has been neglected for years. We would never have got the sewage disposal plant if we hadn't gone after it; we would never have got our water plant. We got the plant, and I don't know what Scarborough would have done if we hadn't got the water plant.

I hope that you will see that the east end has equal consideration as any other part of the Metropolitan area.

REEVE CAMPBELL: So that there will be no misunderstanding, I didn't intend to convey that we wouldn't need the Port Union Station. I intended to indicate that there was need for inducing people to use it.

THE CHAIRMAN: Thank you for the presentation. It is a very good brief from wonderful people from a wonderful area. Thank you for your co-operation and your courtesy in answering our questions.

Now, gentlemen, having heard from these practical minds, the people from Agincourt and from Scarborough, we come now to the experts, namely, the Town Planning Institute of Canada, Central Ontario Chapter. Mr. Bacon.

SUBMISSION OF
TOWN PLANNING INSTITUTE OF
CANADA
Central Ontario Chapter

Appearances: Mr. Max Bacon,
Chairman, Central Ontario
Chapter, Town Planning
Institute of Canada;

Mr. Anthony Holmes

MR. BACON: First of all, may I thank you, sir, for allowing us to present a written brief this afternoon.

1. The Central Ontario Chapter of the Town Planning Institute of Canada is an association of professional planners residing and working in the area covered by the Metropolitan Toronto Region Transportation Study.

2. This brief to the Study does not concern itself with details of the impact of the Study on any particular municipality or areas with which the members of the Chapter, as professional planners, are familiar. Rather it is a commentary on the basic philosophy underlying the Study, from the viewpoint of professional planners.

Transportation and land use are inseparably related. An adequate consideration of the one can only be valid if there is an adequate consideration of the other.

3. Transportation is a function of land use. The need for transportation arises because homes, jobs, recreation, shopping and education facilities are located at different places. Land use influences destination and distance travelled by its location. It influences volume by the intensity of various land uses. It is a major control of the transportation mode, for a loose and scattered land use pattern can only be effectively serviced by motor vehicle, while concentrated land uses can support an efficient and economic mass transit system.
4. The transportation system and the land use pattern are closely inter-related. Transportation may be a determinant of land use, as in the location of such widely divergent operations as airports and motels, or the development of industrial areas associated with rail classification yards. Moreover, a transportation facility is a powerful agent in dispersing urban land uses. New housing will develop along a major road leading from a city. This then throws a greater load of traffic on the road, necessitating improvements. The improved road attracts more development and the pattern continues. In short, for each evolving land use, some aspect of transport is modified; to a lesser degree each change of transport affects land use.
5. Land use patterns are the result of decisions by people. These decisions are complex, formed by desires, tastes, economic motives, et cetera and effected by both public and private actions. Many of the factors underlying decisions are hardly susceptible to analysis and are difficult to identify; others however, may be determined and subsequently guided in desirable directions by conscious planning. The belief that the

latter are the more important is fundamental to the validity of land use planning and transportation planning.

6. We submit that the remarks in paragraphs 3-5 lead to the conclusion that transportation and land use are inseparably related and that both may be consciously directed. In any event it is essential that both transportation and land use planning should be fully integrated from the beginning.

Transportation is being approached on a regional basis with the participation of the Provincial Government. The approach, however, contains a basic weakness in that land use planning is only an optional function of local government.

7. An increasingly complex technology means an increasingly complex society in which the role of government must be broadened. These factors, moreover, lead to an increasing determination of land use patterns by government. It is apparent that it is becoming evermore difficult to co-ordinate transport, land use, the optimum utilization of the resource base and finances at all levels of governments.
8. Land use planning, probably is one of the more important vehicles for the co-ordination of provincial responsibility, but it is currently an optional function of local governments whose Council may change yearly, whose financial base varies widely, whose antipathy towards land use planning is often based in parochialism and self-interest. Effective land use planning can only function satisfactorily within the context of an area development plan prepared by an area agency financed on a broad base and with liberal measure of legislative support.
9. The co-ordination between land use planning and transportation planning must cover identical areas. The restriction of a land use to any segment of an area covered by a transportation study effectively precludes the consideration of viable land use and transportation patterns. Within the largest single planning area in the Study region (Metropolitan Toronto) many regional problems evade solution because, for instance, many local municipalities vie with each other for a share in development and for a share in the regional

tax base -- most aptly illustrated by the preceding presentation.

10. In the statement of study authority it is noted "the Study will endeavour to determine the most desirable development pattern for the region as the basis for determining a plan and policy for future transportation", and "the Study organization has the task of reviewing ... major transportation facilities ... in order to assess their adequacy and serve transportation demands and support acceptable regional growth predictions".
11. When the Study has determined the "most desirable development pattern for the region" it will have produced a land use plan. However, we submit that an accepted regional growth prediction is not necessarily the "most desirable pattern". If it is, then it should be translated into a land use plan and machinery established to implement the plan.
12. Land use and transportation are inextricably intertwined. If it is to be at all effective, the regional transportation plan must be matched by an equally valid regional land use plan. If the regional transportation plan is to be implemented, then a corresponding regional land use plan must also be implemented for a corresponding area. In this respect the involvement of the Provincial Government is as necessary in land use planning as it is in transportation planning.

Transportation planning should not be viewed as just a matter of producing a plan. It must be pursued on a continuing basis with the necessary means for administration and implementation.

13. There is a general belief that the formulation of a plan is a one shot affair and that the production of the plan is almost the end of the job. Having worked in municipalities and as consultant for some cities in the Province, I am sure this is a well-held belief, although it is changing slightly. However, it is becoming increasingly evident that the subsequent administration and implementation of a plan is at least as important as its formulation. Thus, for the success of a plan it is necessary that it be administered by a permanent agency charged with

its implementation and periodic review with the authority and financial resources to carry out its function effectively.

14. The Institute is concerned that there is a serious danger that a transportation plan may be advocated which is based on an inadequate planning background. Furthermore, we submit that the public should not be presented with only specialized and unrelated pieces of planning. We desire to emphasize the critical need for an overall approach in which all aspects of regional services including land use, water supply, waste disposal, et cetera, are given the due consideration. It is our view that until there is a comprehensive approach to planning and piecemeal plans, such as for transportation only, should not be implemented.

Respectfully submitted, sir.

THE CHAIRMAN: Thank you, Mr. Bacon. Mr. Holmes, have you something you wish to add?

MR. HOLMES: Not just at this time.

THE CHAIRMAN: I may say that, as you probably know, this Committee is a provincial co-operative venture with the Department of Municipal Affairs and land use experts, the Department of Highways, who are concerned with providing the facilities. The Department of Transport is concerned with the movement of goods and people.

I recall at the first meeting we held at Richmond Hill that a notable part of the questioning had to do with plans for increasing the population in that area, and those of the Committee were quite zealous in their questioning as to the ability to provide water and sewers, the development of land for particular purposes.

Actually we have two directives in this Study. One is to devise broad programs or policies with regard to transportation, and there we have other participating groups from the Department of Municipal Affairs. The second is to devise transportation plans for this region. I think you can put aside any ideas that this is a one-shot program. These other factors have been given, I think, full measure of consideration.

MR. BACON: As consultants for Richmond Hill, we can appreciate your remarks. There is a tremendous burden there to support a population which is almost entirely dependent on the dormitory areas.

THE CHAIRMAN: It is a dormitory area.

MR. BACON: Yes. Our concern was that the land use planning control, excellent as it is as far as it may be within the Metropolitan Toronto Region, is on a much, much smaller region than is encompassed by your Study. The Department of Highways has the power, of course, to build roads in this region to what they consider is a land use pattern, but it is not mandatory that the Minister in that region do any planning at all, and I think it is unlikely that the Province would tramp too hard on a municipality I suspect, that may want to do something that is not set out in the land use plan or predictions, and this could upset the planning quite substantially.

May I give two illustrations where, because of different areas of jurisdiction, substantial problems arose. When I was Planning Director in Toronto we made hearty representation to the Minister with respect to development north of Metro in Chinguacousy Township. However, away went Bramalea, and sewage from that is in the northern part of the Township, whether we like it or not. The point I raise here is that the areas of control have various elements not the same, and if there isn't a viable land use plan in that respect the two areas may come into conflict, and we think that the Provincial Government is the only one that can actually co-ordinate it. This has been brought into various other briefs we have submitted, questions of taxation. Scarborough wants taxation to set off the N.H.A. housing, and so on. That is certainly true in other regions. So we are concerned that these two may not entirely dovetail. We feel it could be dealt with in a much more effective way, and we hope in this Transportation Study at least a more effective means of co-ordinating land use planning in this field could be found.

THE CHAIRMAN: Obviously what you are saying is not without some ground. The area covered in our Transportation Study does not fall within any closely defined limit of government at all; it had to find some place between the Metropolitan Toronto area per se and the boundaries on the other hand, and the immediate Transportation Study seems to suggest just the arbitrary boundaries we did take, and we have to realize that that is what it is; we have to do the best we can. There is no limit to the edge of our Transportation Study, because the highways go right beyond the line at every edge, to the east and the north and to the west.

MR. BACON: The announcement of the Water Resources Commission of the very large development that is to be built in the Peel County area seems to have a very considerable bearing on the area, and yet part of that area is within the jurisdiction of the Metropolitan Toronto Plan, part of it isn't. We have had experience in working for the Ontario Water Resources Commission where they have found themselves unable to take due account of a county plan or what we recommended to them as a county plan, where there is not the dovetailing that is required, which we feel is

desirable, and that is why we say it is not only land transportation, it is water, sewer and other land use, and we are most vehement that measures will have to be taken, with implications of pipelines. We are concerned that this may not be entirely dovetailing with the planning operations. I think we must admit, sir, with the greatest respect, that it has been largely an administrative agency and because of force of numbers have not been able to play a very important role in planning in the Province and laying down guidelines; and certainly it has been in our experience very difficult for one or more municipalities to determine the pattern of land use that should be followed. Particularly, as an example, in Essex County, where there are 63 municipalities, where it is virtually impossible to determine what the relationship of those uses may be. The Ontario Water Resources Commission have put in a magnificent system of water to provide for agricultural needs, but we have a little township with a population of 5,000, I seem to remember -- it is about three years ago -- which was spending \$58,000 a year for transportation of school children. Here is a first-class example, I submit, where more co-ordination between various departments could effect a very substantial saving, not only in cost to the municipality but also in problems of transportation.

This is further compounded by the fact that the Department of Highways have built a magnificent highway from Montreal to Windsor, the MacDonald-Cartier Freeway, and this cuts one school district in half, where buses cannot cross and buses from two districts pick up the children.

Now, many of the problems have probably been alleviated for now, but with the greatest will in the world it is jolly difficult, and I do submit, when you are dealing with a vast area such as this, it is going to be even more difficult. We hope that they can be overcome.

MR. COMAY: Mr. Chairman, I obviously agree with almost everything that my Institute has submitted in their brief, but I think they slipped one in there which I didn't notice. At the very end you say:

"... until there is a comprehensive approach to planning any piecemeal plans, such as for transportation only, should not be implemented".

Now, the question arises, should nothing take place until a comprehensive transportation plan for this area has been prepared, that, knowing the problem there has to be a provincial government to implement the plan and that that will not be a problem which will be solved today or tomorrow, what should be done?

MR. BACON: I am not entirely convinced that it has to be a Provincial Government. It could be done by a regional government. It seems to me that at least on an interim basis, and I recognize it is going to be a long time or may be a long time before we have regional government, it could be done by the Province. Perhaps the word should be "cannot" or "could not be implemented". What I am driving at is that it is going to be very difficult to know if the road is going to do what you want it to do. Perhaps we should delete the word "should" and put "could not", or "cannot".

MR. WADE: Mr. Chairman, on the same subject, another aspect of it, I suppose, is that granted there will be a great many vices involved in this piecemeal type of program, would you gentlemen agree that this piecemeal planning does have a lot of advantages, that it seems to me to be an assistance to planning a long-range plan, even though it may not be completely comprehensive?

MR. BACON: We get that now. Yes, I guess you are right. Perhaps I may say something. We used to say, oh, we must have planning, and when we found we couldn't do that very well, we said we must plan for the community and we found we couldn't do that very well and then we said we must plan for the Metropolitan area, and then we said we must plan for the region. Really, all these things do have to fit together. We haven't found a way to do it yet, and I don't suppose we will, but in evolving science, where things that were unheard of a few years ago are now accepted practice, I think we can do something, and we do make a plea for making a plan. The sort of thing we had in mind is the wonderful little thing in the Metropolitan Plan; it shows the basic areas of land use. If this was produced for this whole area in the Province, and I suspect it could be done by the Provincial Government, then clearly we could go ahead. But this again depends on this whole tax structure, because Scarborough said they are fighting like mad to get industry there, they have got to, whereas another municipality may take a different attitude. So the relationship in the implementation is just as important as producing a plan.

We make a very strong plea for concerted action for the moment on the part of the Province, when we consider that the Province does control almost everything that the municipality does. It cannot set a hydro rate without provincial approval; it cannot build a road without Department of Highway approval and subsidy; it cannot build a school without population approval and subsidy; it cannot pass an official plan and have it approved without having the Department of Municipal Affairs' approval. You can't even build sidewalks. There is not much that a municipality can do without provincial approval.

I once took an industrialist to New Zealand, to a council meeting, and he was staggered that it took them two hours to discuss the dog-catcher, and yet they passed the debenture of about half a million dollars in about two minutes.

I do think that co-ordination of Provincial Government agencies can in effect right now have the control which can put into effect, even on an interim basis, a plan for land use.

MR. HOLMES: I get the feeling from what Mr. Comay said that he thinks that the Study is doing most of what we suggest. The word "prediction" has been used, and we think there is a profound difference between prediction and planning. We wanted to submit that what was needed was the planning rather than the prediction.

THE CHAIRMAN: To provide for a transportation plan you have to have certain predictions.

MR. HOLMES: You can't predict population, but we say you should plan and not predict land use.

MR. COMAY: We are much further ahead today in regional planning in Southern Ontario than we were two years ago when this Study got underway.

MR. BACON: We would agree.

THE CHAIRMAN: We do appreciate you coming and putting your views forward as trenchantly and as clearly as you have. We need these points of view as well as the points of view of the municipalities. I would be surprised if you would be surprised to find some of the things you are saying to us modifying our Report to the Government in 1967, because we are asked to make a pretty comprehensive study in depth. We have had the benefit of the Department of Municipal Affairs people.

Thank you, Mr. Bacon and Mr. Holmes.

--- Adjournment.

Proceedings of the hearing held at
the Parliament Buildings, Toronto,
Ontario, on Monday, the 6th day of
December, 1965.

P R E S E N T :

W.R. ALLEN, Q.C.,
Chairman of The Municipality
of Metropolitan Toronto -- Chairman

R.D. COWLEY	--	Chairman of the Technical Advisory Committee
W.Q. MacNEE	--	Member of the Technical Advisory Committee
J.A. VANCE	--	Study Transportation Systems Engineer
BRYN LLOYD	--	Study Administrative Officer

--- On commencing at 2:00 p.m.

THE CHAIRMAN: Gentlemen, we will call this session to order, now that the hour of two o'clock is reached.

As the member of the Executive Committee of the Metropolitan Toronto and Region Transportation Study, and acting as Chairman of this meeting, I would first like to introduce the other Members of the Study who are sitting with me:

On my immediate right is Mr. W.Q. MacNee, Vice-Chairman of the Technical Advisory and Co-ordinating Committee. On my left is Mr. R.D. Cowley, Chairman, Technical Advisory Committee, substituting for Mr. Taylor, Department of Municipal Affairs.

And on my extreme right is Mr. J.A. Vance, Transportation Systems Engineer of the Study.

On behalf of the Transportation Study group, I wish to offer our thanks to the Province of Ontario for making this committee room available.

The review and perusal of material that is included in these briefs indicates the time and expense to which you have gone, and it also reflects your interest of the problems which we all confront relating to transportation.

Whatever the views expressed, we shall be deeply grateful for having this opportunity to hear and discuss them with you.

The Metropolitan Toronto and Region Transportation Study is something of an unique organization in this field in Canada. This is the first time that transportation problems have been subjected to such a close examination on so broad a base.

The region covered by this Study covers a 3,500-square-mile area bounded by Hamilton and Guelph on the west, Barrie on the north and Oshawa on the east.

The Study was created by the Provincial Government of Ontario almost three years ago to recommend general policies concerning transportation and to devise a co-ordinated transportation plan for the region. A great deal of work has been carried out in the intervening period in such fields as inventory, classification of transportation facilities, gathering of data on the movement of persons and goods, the study of land uses, population and economic factors as affecting transportation, and special feasibility studies for such projects as the possible use of rail commuter facilities.

These are samples of the work being carried out. We have now reached the stage in the Study project where we would like to hear some expressions of opinion on transportation from people who live and work in the various sections of this broad region. These views will be closely examined in relation to the aims of the Study as I have outlined. It is not the intention of the Study to make a report on these hearings or make any recommendations arising from them alone. They are a single part of the overall effort that is being put into this Study, and pertinent factors arising from these hearings will be considered in preparation of the final Report which will be presented to the government in the early part of 1967.

This hearing will be conducted on an informal basis. Maps have been provided, and if there are any points in your presentation where they can be used for clarification, please feel free to do so.

In presenting your briefs, we would ask that they be read into the record. We shall reserve any questions until the conclusion of the reading and, when the question period has ended, we would ask that you leave a copy of your brief with the Secretary.

The briefs for this hearing will be received in the following order: Toronto Parking Operators Association; Metropolitan Toronto and Region Conservation Authority; Dr. Charles W. Magee.

Mr. Herman, are you presenting the brief for the Toronto Parking Operators Association?

MR. HERMAN: Yes, I am. Do you mind if I remain seated?

THE CHAIRMAN: We want the best from you; we know you fatigue very easily.

SUBMISSION OF
THE TORONTO PARKING OPERATORS
ASSOCIATION

Appearances: Mr. W. Bernard Herman,
Director;
Mr. John R. Walker,
Consulting Professional
Engineer.

MR. HERMAN: Mr. Chairman, I am a Director of the Toronto Parking Operators Association, and I am also President of City Parking (Canada) Limited, which is a parking company operated in the City of Toronto and in other cities across Canada, from Vancouver to Halifax. One of our subsidiaries operates parking garages in six cities in the United Kingdom. The principals of our Company have been in business for over 30 years in the parking business, Mr. Chairman.

Associated with me here this afternoon, Mr. Chairman and gentlemen, is John R. Walker, Professional Engineer, who is a consultant to the parking industry in Toronto.

Now, Mr. Chairman, did I understand you to wish me to read this brief in detail? I would be very happy to.

THE CHAIRMAN: This is a procedure which has been followed at the previous hearings, so that it might be incorporated into the official public record.

MR. HERMAN: Thank you, sir.

THE CHAIRMAN: I can assure you it is not because we haven't reviewed it previously.

MR. HERMAN: It is addressed to:

The Honourable C.S. MacNaughton,
Minister of Highways,
Chairman, and Members of the Metropolitan Toronto
and Region Transportation Study,
Box 227, Parliament Buildings,
Toronto 2.

Gentlemen:

It is with considerable pleasure that our Association accepts your invitation to submit a brief in regard to the program and activity of your special agency. The purpose of our brief is: -

First, through your agency, to congratulate the government of the Province of Ontario upon its wisdom in departing from traditional senior government preoccupation with highway technology by the establishment of your Study of wider transportation outlooks;

Secondly, we would endeavour to point out the effect of car parking pricing policies upon regional transportation executions, and in particular to caution that the activities in this realm of

the chief beneficiary of your program - the City of Toronto - are, in our opinion, so misguided as to threaten the very success of the initial commuter railway implementation of your Study findings.

Introduction:

Our Association represents the majority of the private companies comprising the commercial parking industry in Toronto, with over 200 car parks providing some 20,000 public parking spaces. Many of our members have been in business for 30 years and longer. Our industry owns, leases, or manages probably 80% of the commercial parking facilities provided for the public in the central business district. (The remaining 20% are owned by the City of Toronto and administered by its Parking Authority.)

The real properties owned, leased or managed by our industry have a replacement worth of some \$75,000,000 and our employees number over 500.

Our Association has been an active participant in the Metropolitan Toronto Traffic Conference, and its predecessor, the Traffic Advisory Board of the Toronto Board of Trade. Because of this background, and our daily actual involvement in one important phase of public transportation, we feel privileged and obligated to express our opinions on the larger subject.

Metropolitan Transportation:

We heartily endorse the action of the Provincial Government in establishing the Metropolitan Toronto and Region Transportation Study two years ago, and in the recent announcement of an experimental pilot project - the commuter railway service along Lake Ontario between Burlington and Dunbarton. We are pleased that the establishment of the Study organization and of the rail commuter service, record, for Toronto region, pioneering action by any Government in Canada and probably in North America. It is noteworthy that the Province of Ontario, having one of the finest systems of public highways and expressways on the Continent, should now pause and evaluate the transportation problems of the region which has been most demanding in unlimited desires contra the Province's limited resources.

It is proper that this appraisal should be undertaken as to the current and projected regional transportation requirements, and the most efficient and economical manner in which these requirements can and should be satisfied.

Burlington-Dunbarton Rail Commuter Service:

We understand that this pilot project, regarding which Premier Robarts has announced " . . . the Government looks to with high hope for success so that it might be adopted more extensively in the region, and possibly, other parts of the Province", is to be inaugurated early in 1967. It is to operate over a distance of 52 miles, with 14 stations, capable of handling 6,000 passengers per hour and 15,000 passengers daily. The Lake-shore Corridor area to be serviced now has a population of 570,000 with an estimated 40,000 commuters presently working in Toronto. The population is predicted to increase to 1,000,000 by 1980 and to 6,000,000 by the year 2000, with commensurate growth of commuter traffic to Toronto. According to Premier Robarts, ". . . it would require the equivalent of four freeway lanes to handle the line's anticipated initial patronage of 15,000, if these people were driving cars during peak periods, and similarly, the equivalent of 10 freeway lanes would be required to handle its maximum capacity of 12,000 an hour".

Premier Robarts also stated: "There is a possibility that the expenditure of funds in establishing acceptable rail commuter operations could, therefore, result in considerable savings on highways construction. This could in turn bring about a more extensive use of transportation funds in other parts of the Province."

We understand that an estimated \$7,500,000 will be expended by the Provincial Government for rolling stock, improvement of right-of-way and station facilities. Thereafter, operating costs estimated at \$3,500,000 annually will be subsidized by the Government. Again we heartily endorse this project as being in the public interest, and we appreciate the forthright statement of probable governmental subsidy involved - a happy departure from the common device of hidden subsidy elsewhere employed.

We have no doubt that the Government's action in this instance resulted from the recommendations of the Metropolitan Toronto and Region Transportation Study. We are equally certain that the Study agency investigated thoroughly the relative costs and benefits offered by alternative freeway and rail commuter service. For heavy commuter traffic loads, as in this instance, we are also of the opinion that rail commuter or other mass transit facilities are most economical and efficient, having such notable benefits as:

- a) reduced consumption and cost of land for right-of-way;
- b) resultant minimized loss of real estate taxes;
- c) reduced accidents, injuries and loss of life;
- d) reduced air pollution.

Commuter Rail Patronage:

Predictions of patronage levels for commuter railways are extremely difficult, and experience in recent years on this Continent has been very discouraging. Private and publicly-owned railways in many United States and Canadian centres have experienced seriously declining patronage in the face of the unrestrained onslaught of the private automobile. Patronage levels must be acknowledged to be a function of service quality and charges. In effect, the potential patron must be asked:

- given a certain quality of service, frequency, and convenience of schedules, what would be the maximum amount you would be prepared to pay and still patronize the new rail service?

We do not know what proposed fare schedule is proposed for the return commuter rail trip from say Oakville to Toronto, but such fare must be compared to the quality of service and charges for the alternative trip by private automobile. There are many subjective advantages and disadvantages to the private auto trip, such as:

- a) convenience versus fatigue;
- b) speed versus accident hazard;
- c) freedom of mobility versus weather and congestion interference.

However, in regard to a comparison of charges for rail commuter versus private auto transportation, the average motorist is unaware of his "overhead" expenses, and aware only of his practical daily costs. The overhead expenses which he does not acknowledge are the mileage costs of operating the vehicle (proportionate depreciation of investment, maintenance and repairs, insurance, and road user (gasoline) tax - probably of the order of 12 cents to 15 cents per mile). He seldom acknowledges the weekly cost of gasoline and oil as being largely due to his daily commuting to and from work.

The sole practical charge of which the private motorist is aware is his cost of parking at his employment destination, whether paid daily, weekly, or monthly. It is this daily parking charge at employment destination which will be compared with the proposed rail commuter charge (or combination of rail plus feeder bus fare in his suburban town of origin).

The point of our submission is the conviction that a seriously distorted comparison of Rail commuter fares versus auto parking charges in Toronto will obtain, to the serious detriment of rail commuter patronage. With parking charges in the central business district of Toronto varying from sub-economic to nil, successful levels of patronage of the rail commuter service will be impossible to attain except by greatly increased

subsidization of the fare box by the Provincial Government than that now envisaged. Our thesis is supported by the attached photocopy of an editorial from the Toronto Daily Star of the 1st October, 1965, criticizing the Toronto Transit Commission for endeavouring to provide \$1.25 per diem charges for combined suburban car parking plus subway return passage to the central business district. The editorial states that "commuters will not be attracted to use the subway if they have to pay \$1.25 to park and ride in. They can drive all the way down and park all day for \$1.00 to \$1.50 now".

In our opinion the logical course of action is to allow and encourage parking charges to reach their proper economic price levels, rather than to increase the subsidization of competitive forms of transport - rail, subway and bus.

There has been many proposals in recent years that non-essential auto trips into the central business district should be prohibited. We submit that such action is at least impractical in a democratic society, and that the desired rationing effect would be achieved by allowing parking charges to attain their proper economic levels.

Parking Charges:

True, economic parking charges for any location can be readily ascertained, being a function of land and improvement capital costs, realty and business taxes, wages, utilities, maintenance and repairs, and miscellaneous operating costs.

Where true and economic parking charges are disregarded for political or other reasons, serious transportation repercussions are experienced throughout the community. Public transit utilization drops severely, motor vehicle congestion rises sharply, and the community is faced, prematurely and on an aggravated scale with massive required expenditures for improved and new streets, expressways and (municipal) car parking. Perhaps the classic example is the City of Ottawa, where 13,000 parking spaces are provided by the Federal Government, free of charge, to its employees. In the decade since 1954, revenue passengers carried by the Ottawa Transportation Commission have fallen from 45,000,000 to about 33,000,000 per annum, despite great population growth. Density of patronage, being revenue passengers per revenue mile, has fallen drastically from 6.24 to 4.46 - almost 40%. Current proposals are for the expenditure of some \$130,000,000 over the next five years only (first phase), on new freeways, parkways, arterial and collector streets, as against only \$4,000,000 on improved mass transit facilities. Ottawa would appear to be auto-orientated in public policy, although a pertinent recommendation of the 1965 Ottawa-Hull Area Transportation Study is: "Parking must be considered as an integral part of the total transportation planning process, and the relative use of the automobile and public transit in serving downtown travel will very much depend on what action is taken in this respect."

Get commuters out of their cars

If the Bloor-Danforth subway is to do the job intended—to transport masses of people down and across town and keep their cars out of it—then 500-car parking lots at the east and west terminals are darn propositions.

So is the proposal to charge at the terminals a parking fee of \$1.25 to park at these two terminals (including subway fare).

Yet that's the way the TTC is talking now.

As the Toronto Parking Authority has found from its own thriving 700-car lots in the city, these are just big enough for convenience parking, for cars who leave their cars for a few hours. They aren't large enough to take the commuter load the TTC should be aiming at. The Islington and Warden Ave. terminals should be set up to park 2,500 cars each.

It's true that the TTC has an eventual capacity of that amount in mind. But the time to acquire the land for it is now. And the parking should start big.

Commuters won't be attracted to use the subway if they have to pay \$1.25 to park and ride in. They can drive all the way down and park all day for \$1.00 to \$1.50 now.

True they may use a gallon of gas driving between downtown and Is-

lington. So careful commuters might reckon they'd save money by using the TTC on two-zone fare—70 cents both ways—deducted from \$1.25 leaves the parking cost at 55 cents). But most people look at it as an effort to park down street and not as saving a dollar on parking. They'd rather have a pooled-car arrangement.

We suggest that for an initial trial period of, say, one month parking at the terminals be free for those who transfer to the subway. Retail merchants would be the ones to pay.

It's a good idea to get patrons used to their wares and services. Why not the TTC? Why not make it a condition of the subway is? When the system is understood and well patronized, reasonable monthly parking rates could be established.

The main purpose is to get people out of cars and into public transit, not to make parking lots pay. If this purpose isn't fulfilled, we're going to have to build more throughways in Metro at a cost of millions a mile and at the same time under-use the public investment in the subway.

The TTC and Metro Council shouldn't be timid. The first requirement is to get enough land at the terminals to provide for mass commuter parking.

We have been unable to ascertain what has been the experience of the Toronto Transit Commission in the last decade. We suspect that total revenue passengers are up modestly, because the total metropolitan area with its greatly increased population is now served. We do suspect, however, that density of patronage (revenue passengers per revenue mile) has fallen sharply. Certainly the T.T.C. has been obliged to increase transit fares substantially over this decade, to accept annual fare-box subsidy from the Metropolitan Corporation, and to obtain massive capital subsidies and loans for construction of subway extensions. No doubt your Metropolitan Toronto and Region Transportation Study has access to such information and has drawn appropriate conclusions therefrom.

We submit that distortion and manipulation of parking market prices has been serious in Toronto as in Ottawa or any other community, and that the City of Toronto is the worst offender by omission and commission.

There are a number of private businesses and industries in the central business district which "give" free parking to those of their employees who drive to work. The economic value of the free parking varies from 50 cents to \$3 per diem per stall depending upon location, property values, and type of facility. Strangely, this bounty is not extended to those employees who use public transit to go to and from employment - the latter do not receive from their employer free bus and subway tickets. This indirect subsidy of the auto-transported workers precludes his interest in public mass transport, including rail commuter service.

The situation could be rectified, in the interest of the community, by several means, such as:

- a) requiring private taxpayers to report the value of free transportation or parking accommodations on their annual tax returns, the same as they now report the value of free board or lodging;
- b) assessing and taxing private employee carparks at normal rates of realty and business taxes for competitively located commercial carparks, in the expectation that the additional annual expenses would be passed on to the employee;
- c) licence and permit charges levied by the municipality.

The Toronto Board of Education "gives" free parking to its auto-transported employees in the 200 stall garage at its Education Centre on College at McCaul Streets. The land and building have a probable replacement cost of \$500,000.00. The Board does not give free bus and subway tickets to its non-driving employees. In comparison, the University of Toronto, directly across College Street, does charge for parking by staff and students on the campus. Nearby public hospitals also charge for staff, physician and visitor parking.

It is surely improper that the taxpayers of Toronto, including ourselves, should subsidize the auto-driving employees of the Board of Education head office.

The Hydro-Electric Power Commission, at University Avenue and College Street, provides some 500 free parking spaces on Murray Street for its auto-driving employees, where an economic charge would be \$15 per month. It does, however, provide a smaller (100 stalls) and more recent carpark, on which it charges the ridiculously low rate of \$1 per week, on strategic lands worth \$50 per square foot where an economic parking charge would be of the order of \$30 per month. Free transit fares are not given to non-driving employees. Again, in comparison, the nearby Hospital for Sick Children requires staff, physicians and visitors to pay for parking on a self-sustained basis.

We submit that it is improper for this Provincial Government agency to directly subsidize its auto-driving workers, and that these workers will not use public transit or rail-commuter service as long as this situation prevails. Needless to point out, the 600 autos herein generated make their own contribution to morning and evening rush-hour traffic congestion throughout the community.

To restate our thesis - when the economic laws of transportation are distorted, unfavourable repercussions are experienced throughout the community.

Probably the worst offender is the City of Toronto, through its creature, the Parking Authority of Toronto. This agency was established in 1952 under a Statute which required it to levy parking charges such as to make it "self-sustaining". Unfortunately there has been no definition of the meaning of "self-sustaining", and through the passing 13 years, the City and its Parking Authority, by ingenious commission and omission, have now developed a system of some 60 municipal carparks which park 5,000,000 autos annually at a direct and indirect subsidization of over \$1,300,000 per annum. The subsidization is, we submit, unacknowledged, unnecessary and contrary to community interest.

Parking Authority Subsidization:

Subsidies enjoyed by the Parking Authority take a number of forms, some of which are:-

(1) Parking Meter Revenues (\$494,292)

When the City of Toronto authorized its Parking Authority to proceed with its initial debenture financed projects, about 1954, there were registered serious objections by private ratepayers which were heard by the Ontario Municipal Board. The objectors questioned the ability of the Authority to be self-sustaining and not a burden on the taxpayers at large. The Municipal Board gave heed to the objections and in giving conditional approval required the City to pay its annual parking meter revenues into a Reserve Fund. Such Reserve Fund was to be used, in order of priority for:

(a) payment of annual principal and interest charges on municipal carpark debentures (this was clearly intended at the time of the Order as a true "Reserve" fund for payment of that portion of annual debenture charges for which the Authority's own revenues might not be sufficient).

(b) cost of acquiring additional parking facilities (this was clearly intended at the time as a stop-gap to prevent City Council appropriating to its own purposes part of the Reserve Fund; unfortunately no provision was made that such expenditures should be capitalized and repaid by the Authority as for normal debenture debt);

(c) any other purposes as might be approved by the Minister of Municipal Affairs (again it was clearly intended that the City Council could have access to the Reserve Fund only when the Minister of Municipal Affairs was satisfied that there would be no risk of financial burden upon the City Treasury from the Parking Authority's operations).

Through the intervening years, the Authority, with the acquiescence of City Council, has diligently manoeuvred the use of this Reserve Fund so that it is employed:-

First - for payment of as much of the Authority's annual charges for debenture debt as possible (\$505,797 from the Fund in 1964, and only \$325,000 from the Authority's own revenues);

Secondly - for acquisition of additional car-parking lands and improvements (\$797,049 to the end of 1964, with no part of this ever capitalized or repaid);

Thirdly - to keep the fund as depleted as possible so as to minimize the temptation of City Council to seek permission of the Minister of Municipal Affairs to use it for general tax-abatement purposes (only \$5,511 of parking meter monies were left in the Fund at the end of 1964).

An ingenious side benefit of this annual exhaustion of the reserve fund is that the Authority ends up with a theoretical "surplus" from its own operations, (\$446,390 in 1964). It can then expend these monies for purchase of additional lands and structures, with only token approval of City Council, and with avoidance of the nuisance of having to appear before the Ontario Municipal Board, which would be necessary if the expenditure were capitalized and debentured.

(2) Zoning By-Law Exemption Payments: (\$205,600)

In 1963, the City of Toronto obtained legislation for its Parking Authority whereby developers of office and apartment buildings and other projects could make capital payments (at \$1,000 per stall) instead of complying with the zoning requirements of the City. Such payments are made into the same "Reserve Fund" referred to above, amounted to \$205,608 in the initial year of the arrangement, and can, of course, be spent by the Authority as it sees fit, within the ineffective limitations ascribed to the Fund.

We would have little criticism of this "arrangement" if the Authority were required to actually establish new parking spaces in the quantum excused, within 1,000 feet radius of the developer's project. (The zoning by-law permits the developer to locate his own car-parking up to this distance from his project). There would then be some benefit to the community. However, no such obligation rests upon the City and in actual practice the arrangement is unscrupulous;

- (i) if the zoning by-law is correct in requiring the provision of off-street parking (1.25 stalls per apartment suite and 1.0 stalls per 1,000 square feet of office space), then the requirement should be enforced.

If it is unrealistic, then it should be amended.

- (ii) the payments are no less than black-mail - "pay the tariff or meet the by-law";

- (iii) the Authority does not have to answer for the method of employment of the payments;
- (iv) the developer does not complain because payment of \$1,000 per stall to the City is much less onerous than having to spend \$3,000 to \$5,000 for land and structure to build his own car-parking;
- (v) the community does not benefit.

(3) Excusal of Rent Payments on City-Owned Lands: (400,000)

Of the 62 municipal carparks operated by the Parking Authority at present, at least 23 are located on lands owned by the City of Toronto, for which no occupancy rental is charged. These lands were acquired in the first instance, for other than carparking purposes (parks, fire hall, roadway allowances works department yards, et cetera), and in some cases the City is continuing to pay off debenture charges originally incurred.

About 4,000 parking stalls are located on these lands, which have a market value of probably \$6,500,000 - which could be verified by an independent realty appraiser. Under ordinary circumstances, these lands should yield to the City Treasury a return of at least \$400,000 per annum, being 6% on investment. (If the lands had been acquired for carparking purposes, annual debenture charges would have been of the order of \$500,000 per annum). If these lands were put out to tender for commercial redevelopment, we have no doubt that annual rentals of at least \$400,000 would be received by the City.

We also have no doubt that if a Metropolitan Toronto Parking Authority were established, and all municipal carparks in the City were endowed to that successor agency, then the City would certainly and properly demand compensation in the form of capital payment or annual rent for these 23 important land parcels.

(4) Excusal of Boulevard Parking Rentals: (5,000 more or less)

Several years ago the City of Toronto obtained legislation to allow it to charge \$50 per annum per stall where adjoining business occupants wished to park their vehicles on the boulevard street allowance. Many business firms, industries and commercial parking companies have taken out permits in this regard and the City receives substantial revenues therefrom - despite costly supervisory expenses.

The Parking Authority has embraced hundreds of boulevard parking stalls into its carparks, but is not charged

the \$50 per stall licence fee, despite its collection of parking charges for their usage.

(5) Excusal from Reimbursement of Reserve Fund Capital Expenditures: (\$285,000)

By the end of 1964, the City of Toronto debenture debt for municipal carparks stood at \$12,850,800 and annual repayment requirements for principal and interest were \$877,682, for an effective rate of about 6.8% per annum. (This compares to the 9% and 10% annual cost to the ordinary commercial parking company for mortgage principal and interest combined payments.)

By the end of 1964, the Authority had spent \$797,048 out of the "Reserve Fund" for the capital cost of carpark lanes and improvements. It had also spent \$3,463,459 out of its so-called "surplus funds" for the same purposes - made possible by the aforesaid diversion of debt charge repayments from its own operating account against the "Reserve Fund". The total capital investment directly and indirectly made from the Reserve Fund is thus \$4,260,507.

If these expenditures had been debentured, annual debt charges would have accrued at the same rate of 6.7% per annum, or \$285,000 per annum. We submit that the Reserve Fund should have been replenished by at least this annual charge against the Parking Authority.

If the Reserve Fund had been conserved and put out to sound investment, or loaned to the City Treasurer in lieu of his otherwise temporary bank borrowings, it could have earned 6% per annum.

If a private company had borrowed this sum for capital purposes, it would have been faced with annual costs of interest and principal repayment of at least 9% per annum. Even ordinary public utility accounting provides for a return of 5% to 7% on capital investment plus provision for depreciation or amortization.

Summary of Subsidizations to the Parking Authority of Toronto:

We submit that a proper analysis of the above subjects by independent appraisers, following sound accounting and business practice, would reveal annual subsidies of:

Parking meter revenues	\$494,292.00
Zoning by-law exemption payments	205,600.00
Excusal of land rents	400,000.00

Excusal of boulevard permit fees	5,000.00 (plus)
Excusal of Reserve Fund Reimbursement	<u>285,000.00</u>
	<u>\$1,389,892.00</u>

We submit that the 1964 gross earnings of the Parking Authority at \$2,527,454 were in fact almost 50% (or \$1,389,892) short of the sum it should have earned if it were truly to be self-sustaining, as required by the Municipal Act.

The Parking Authority's earnings were 50% short of requirements by ordinary sound business standards because it charges sub-economic tariffs on its facilities. We appreciate that this will be a most unpopular subject, but the facts can be demonstrated: -

- (i) the 2,400-stall underground garage at the Nathan-Phillips Square has tariffs of 25 cents per hour and \$1.75 per diem, where the actual investment in structure and land (proportionately assessed) would require charges of 40 cents per hour and \$2.75 per diem;
- (ii) the 400-stall Temperence Street garage has an all-day charge of only \$1.60 whereas a department store garage and a commercial carpark to the north and south respectively charge \$2.50 per diem;
- (iii) the 500-stall Market Block carpark (originally planned as a public park) charges \$1.00 per diem where land values indicate an economic charge of \$1.75 per diem;
- (iv) the 500-stall Fleet-Bay-Yonge carpark charges \$1.00 per diem, where land values require an economic charge of \$1.50 per diem;
- (v) the 530-stall Queen-Victoria Streets garage charges 25 cents per hour and \$1.75 per diem where sound economics would require 40 cents per hour and at least \$2.50 per diem;

Innumerable other examples could be cited where Parking Authority subsidization by the City of Toronto causes sub-economic parking charges in municipal carparks. Repercussions are manifold:

- (i) Unnecessary auto traffic is encouraged into the central business district, particularly by commuters;
- (ii) unnecessary congestion throughout the whole metropolitan street and highway system, particularly at rush hours;
- (iii) creation of artificial demand for additional costly expressway constructions;
- (iv) diversion of patronage from the public transit and rail commuter systems;
- (v) diversion of funds from the City Treasury which could and should be more usefully employed;
- (vi) depression of the economics of the commercial parking industry, preventing its proper and normal development.

Conclusions:

We heartily endorse the project of the Metropolitan Toronto and Region Transportation Study as set out in its July 1965 Statement of Authority. We would be very pleased to assist your investigations and planning - particularly in regard to parking facilities in connection with commuter rail services.

We heartily endorse the initial pilot project of the rail commuter service between Burlington and Dunbarton as being a prudent means of seeking more efficient and economical employment of funds available for transportation in the region.

We regret to have to caution very strongly, however, that we are convinced that patronage levels and programmed provincial subsidies for this rail commuter service will fall far short of expectations if subsidized and sub-economic parking charges continue to prevail in the central business district of Toronto.

In further support of our thesis we append hereto an extract from the recent publication "Parking in Town Centres" published jointly, by the Ministry of Housing and Local Government and the Ministry of Transport, England. The chapter on "Charges" is most relevant to this whole subject.

Mr. Chairman, with your permission, although I will not read the chapter on "Charges" which is appended to the brief, I would like to read from Section 110:

"Free and low-priced off-street parking space will create a growing burden on the ratepayers, by no means all of whom will gain any benefit, direct or indirect, from the provision of the space. More important, private enterprise will not make any contribution to the parking needs of the town by providing public car parks as a trading activity. The amount of capital expenditure involved in providing the space a town will need may well be substantial, and local authorities may be wise to share the burden with private enterprise. Where private enterprise car parks already exist, undercutting them will inevitably lead to their closure."

I will now resume, Mr. Chairman, on the last page of the brief, with our recommendations:

Recommendations:

We respectfully urge that your Study give careful consideration to the harmful effect of subsidized centre city parking on the proposed rail commuter service, and upon urban transportation as a whole. We hope that your Study will see fit to recommend to the Provincial Government that the Parking Authority device be re-appraised and in particular that the requirement that it be "self-sustaining" be properly defined.

We would also suggest that it is timely to consider means of progressively removing street parking on busy and important traffic arteries. Much lip service is given this objective: "the King's Highway is not a stable yard"; "free the streets for moving of persons and goods, not storage of vehicles"; et cetera. In fact, too many City Councils are anxious to placate local pressure groups and to collect revenues from parking meters.

This condition might well be rectified by limiting provincial highway subsidies to that portion of the roadway in a City or Town which is actually travelled full-time. Highway and street lanes which are usurped to local parking might best be exempt from provincial subsidy for construction and maintenance costs.

Respectfully submitted,

THE TORONTO PARKING OPERATORS ASSOCIATION,

Per: A. Barber, President

W. Bernard Herman, Director

5 Charges

106. In almost every town the pressures on parking space in the centre will be so great that the local authority will have to exercise some form of control on its use. The most effective, simplest and the fairest way of doing so is by time limits and charges.

107. Both on and off the street, time limits and charges

- (a) ensure that parking space is available for those whose journeys mean added prosperity – in the widest sense – to the town or area;
- (b) enable the maximum number of people to park, within the limit of available space, sufficiently long to be able to carry out conveniently whatever activity brings them to the town centre;
- (c) ensure that unoccupied parking space exists and is spread evenly over the whole area so that motorists are not frustrated by being unable to find space to park; and
- (d) ensure that the amount of space provided is so related to the capacity of the road system as not to create unacceptable traffic conditions.

108. A policy on charging for parking space which results in much of the available space being occupied by commuters will, in conurbation centres and the larger free standing towns today, and ultimately in most towns, mean that the business visitor, the shopper and the sightseer will be discouraged from visiting the town centre to the detriment of local prosperity. He will go elsewhere to a town where more rational parking arrangements exist. Free street parking and free car parks will in practice be no use to the very visitor the town most wants to encourage. Experience shows that free and low-priced car parks tend to be filled rapidly early in the morning by commuters leaving little or no convenient off-street parking space for shoppers and other short-term visitors. While this particular problem can be dealt with by closing car parks during the period of commuters' arrival in the town centre this is a blunt and inefficient method. Early shoppers and visitors are likewise barred from parking.

109. In those towns where such a policy is current but does not yet have these effects, local authorities should keep the position under regular review. When the situation changes and difficulties begin to show, they should look again at their charging policies. But, from the start, they should carefully consider the effects their policies are likely to have on the provision of public car parks by private enterprise. They should also look ahead to see what effect their policies will have on the economic framework within which the car parks, particularly multi-storey and underground garages, will be provided. The rate burden of free car parks could have a vital influence on the financial resources for providing more expensive car parks in the future.

110. Free and low priced off-street parking space will create a growing burden on the ratepayers, by no means all of whom will gain any benefit, direct or indirect, from the provision of the space. More important, private enterprise will not make any

contribution to the parking needs of the town by providing public car parks as a trading activity. The amount of capital expenditure involved in providing the space a town will need may well be substantial, and local authorities may be wise to share the burden with private enterprise. Where private enterprise car parks already exist, undercutting them will inevitably lead to their closure.

111. Proposals to charge for parking space are likely to be unpopular when they are first announced. Trading interests, especially shops, tend to see charges as a restrictive measure which will adversely affect their interests. But local authorities who have already faced criticism of this nature have found that once parking on the street is controlled the measures are often welcomed by those who formerly opposed them, provided that the short-term parker is given priority. Moreover, charges in car parks and on the street, can be the means of carrying out an extensive programme of provision of more parking space and, in the long-term, the means of balancing the demands for parking space against road capacity.

112. It is important that a charging policy should be flexible. Charges should be related to location, to time of day, to day of week (and in some places to season of year) and to demand. A flat rate applying at all times for all car parks in a town centre is generally undesirable. Differentiation of charges between the more remote and the most convenient parks is preferable. Higher charges should operate at the times when demand is greatest. The aim should be to have car parks nearly but not quite full so that some space is always available. As demand increases charges should be adjusted to keep it to acceptable levels. (With an appreciable proportion of the total parking space off the street well distributed over the town centre under the direct control of the local authority, the levels of charges in private enterprise public car parks will follow sufficiently closely the levels adopted by the local authority).

113. In determining the level of charges in a given area it is important to get the right balance between on-street and off-street charges. Usually it will be preferable that the on-street charges should be higher than those made at off-street parks so as to encourage maximum use of the latter.

114. The level of on-street parking charges should not be so low as to result in nearly complete usage throughout the day so that would-be short-term parkers have to cruise looking for a space. The charges should be such that there are usually some spaces available at all times of the day.

115. The level of charges for off-street spaces will depend upon the authority's parking policy. Where it is intended to rely on private enterprise to provide some of the spaces, it will be necessary to make an economic charge for off-street parking, even at parking places provided by the local authority, so as to ensure the continued participation of private enterprise. Where

the demand for parking is very high it may be necessary to introduce charges in excess of the economic level in order to implement the parking policy adopted by a local authority. The level of charging and the relation between on-street and off-street charges should be reviewed from time to time.

116. Whatever method is adopted to collect charges for on-street parking the statutory powers are those contained in sections 85-90 of the Road Traffic Act 1960. The statutory procedures for other methods of collecting charges are therefore the same as those which apply to the designation of metered parking places. The charges must be specified in the Order designating the parking places.

117. If high charges are made for long-term parking in central areas to discourage the use of private cars for daily travel to work, there may be justification for applying the profits to reduce the charge at peripheral car parks from which a traveller might continue by bus or train to the central area. In a large urban area this may involve the local authority concerned in assisting another suburban authority to provide adequate car parking space for commuters as part of a wider transportation plan for the urban area as a whole. (There are powers to do this in the Road Traffic Act 1962). It may also be possible by arrangement with transport operators to sell combined season tickets for parking and public transport.

118. Finally, the keynote for future charging policies is expressed succinctly in the following quotation from the Buchanan Report:

'We suggest that parking policy is best kept on a rational basis if it stems from the principle that it is the liability of an owner or driver of the stationary vehicle to dispose of it off the highway. Departure from this principle rapidly leads to anomalies and unfairness. From this it follows that parking on the highway or any form of publicly subsidised parking are in the nature of concessions which should be zealously safeguarded by the public authority.'

MR. HERMAN: Mr. Chairman, the brief which I have just read for you makes reference to the legislative requirement that the Parking Authority shall be "self-sustaining". I would like to read the exact wording of the Statute:

The Municipal Act, R.S.O., 1960,
Chapter 249, Section 377, Para-
graph 68 (g).

"The Parking Authority shall fix rates and charges for the use of parking facilities under its control and management so that the revenue therefrom shall be sufficient to make such parking facilities self-sustaining.

Another relevant provision is Paragraph 68 (i) which reads as follows:

"On or before the 1st day of March in each year, the Parking Authority shall submit its annual report for the preceding year to Council including a complete audited and certified financial statement of its affairs, with balance sheet and revenue and expenditure statement."

If I may deal briefly with the self-sustaining portion of the legislation, Mr. Chairman, we submit that a reasonable interpretation of "self-sustaining" would call for the revenues from rates and charges to meet operating expenses. And we suggest that surely operating expenses should include payment of normal rent for premises used for parking, and normal debt charges, which are after all, the equivalent of rent. In the parking industry in Toronto, Mr. Chairman, at least 50 cents out of every income dollar goes for rent or debt charges. According to the Parking Authority's latest annual report, less than 3% of its income dollar went for rent and not one cent of its income dollar went for debt charges. Obviously the Parking Authority chooses to interpret the words "self-sustaining" to mean "self-sustaining exclusive of all debt charges and exclusive of any rent payments for city-owned land used in parking operations". The Authority has contrived to have the municipality permit it to use parking meter revenue and other municipal funds to service the Authority's capital debt, and to forego in entirety any rent on some \$6,500,000 worth of city-owned lands acquired by the City with tax-paid funds for purposes other than parking. I suggest to you, Mr. Chairman, that it is perfectly obvious that the legislature never intended this, and the Parking Authority is aware that the Legislature never intended it.

It is our serious submission, Mr. Chairman, that the subsidies received by the Toronto Parking Authority from the City of Toronto are:

- 1) The Statute specifically requires it to be self-sustaining; and
- 2) The subsidies are secret and information concerning them is deliberately withheld from the public.

I have already dealt at some length with the meaning of self-sustaining. With regard to the secrecy of the subsidies, I have read Paragraph 58 (i) of Section 377 of the Municipal Act. This paragraph requires the Authority to submit an Annual Report with balance sheet and revenue and expenditures statement.

Mr. Chairman, and gentlemen, you will search in vain among all thirteen Annual Reports issued in the thirteen years since the Authority was formed for any statement of revenue and expenditures. This is no accidental omission, Mr. Chairman, because I have personally, both in writing and verbally requested this information from the Parking Authority and drawn to its attention the requirements of the Statute. The last time I requested it, the General Manager of the Parking Authority offered to trade his operating statement for that of my Company. This is the closest I ever got to receiving a statement of revenue and expenses from the Authority. I have been forced to the conclusion and I believe it is a reasonable one, that the Parking Authority deliberately withholds this information from the public because it does not care to disclose its sources of income because they would reveal that it is massively subsidized and not self-sustaining, as it is required by law and as it professes itself to be.

I quote from page 7 of the Annual Report of the Parking Authority for 1964, where it is stated "the Parking Authority of Toronto has never been a charge on the general taxpayer". This statement is palpably false.

Within the last year the Ontario financial community has been visited by two major catastrophes. I am referring to the affair of Windfall Mines and the Atlantic Acceptance debacle. Both brought on Judicial enquiries, one of which is still pending, and both focussed both public and Government attention on the responsibility of directors and officers of public corporations to make full and complete disclosure of all relevant facts to their shareholders. Even before the Windfall and Atlantic Acceptance episodes, the Report of the Porter Commission on Banking had this to say:

". . . in line with our view that corporate disclosure generally should be improved, we recommend that bank profit and loss statements should be

made more informative; they should be required by legislation to provide shareholders with information about the sources of each bank's earnings, and the nature of its expenses, and other relevant information necessary for the shareholders to judge the performance of management . . ."

The Parking Authority, as I have indicated, has never provided any audited information except a balance sheet, notwithstanding the mandatory provision of the Municipal Act relating to revenue and expenditure statements. Why should the shareholders of the Parking Authority, namely the taxpayers of Toronto, be satisfied with a lesser standard of disclosure than is, even under today's inadequate requirements, demanded from public companies? Proper steps must be taken to require the Authority to disclose annually, not only the amount and the sources of all its income, but any normal charges, payment of which has been forgiven or waived by the Municipality.

On November 4th, Mr. Chairman, I received an acknowledgement from the Honourable Chairman of the Study of our Brief and advice that the evaluation and Report on the inter-relationship of parking with transportation demand, will have to await the overall report of the Study expected early in 1967. Regrettably though this delay may be, it is nonetheless understandable.

However, it is my strong submission that it is neither necessary nor desirable that no action be taken on the activities and subsidization of the Parking Authority for a year and a half. The Parking Authority is continuing to spend millions of dollars laying waste acre after acre of downtown real estate. The most recent was announced only two months ago, and involves a whole City block bounded by Front, George, Esplanade and Jarvis Streets. Apart from the effect of the Parking Authority's activities on your Highway program, and the proposed rail commuter service, what about its effect on the Metropolitan Transit system? The Globe and Mail, in its issue of November 27th last, carried a report that the T.T.C. is seeking 10,000 parking spaces, 5,000 each at either end of the Bloor-Danforth Subway. No estimate of cost is given, Mr. Chairman, but a rough calculation indicates that this will involve acquiring some 60 acres of residential and commercial land, and a capital cost of about \$25,000,000. The T.T.C. Chairman is reported as saying that there is no intention that the two commuter lots should be profit-making. This is one of the understatements of the Century. I estimate that the operating deficit will be about \$2,000,000 per annum.

The Chairman is quoted further:

". . . the idea is to reduce traffic congestion on the streets."

So we have before us the spectacle of one heavily subsidized municipal agency spending millions of dollars to reduce traffic congestion and another heavily subsidized municipal agency spending millions of dollars to increase traffic congestion. I cannot tell you who the winner of this race will be, but it does not take much imagination to guess who the loser will be . . . the poor Toronto taxpayer.

It is quite evident, Mr. Chairman, that this is sheer madness, and I tell you, sir, someone must put an end to this madness and that someone can only be the provincial government.

It is no accident that real estate tax load in Toronto is as heavy as it is. My Company carries on business in eight other cities in Canada and in six of the largest cities in the United Kingdom, and I can tell you that in none of these cities is the real estate burden anywhere near as onerous as it is in the City of Toronto. This is not anything to be proud of.

In our Brief, we referred to the detrimental effect which the subsidization of the Parking Authority has had on the established Parking Industry. However, the damage has been real, it has been very heavy, and it is steadily increasing. With the exception of a few isolated locations where the influence of the Parking Authority's sub-economic pricing policy has not made itself felt, the rate structure of the entire industry is sadly depressed. There are many locations where the price level is the same as it was 10 years ago, although in this period wages in the industry have risen as much as 75% and real estate taxes have more than doubled. Since our Brief was prepared and submitted to this Study, the assessment roll in Ward 3, in downtown Toronto has been returned, and the assessments of most commercial parking lots have been increased from 50% to as much as 125%. This places an unbearable burden on the Parking Industry.

Mr. Chairman, I have previously stated that it is understandable that any evaluation and report on our Industry Brief to this Study will have to wait until 1967. However, in October of this year, I wrote the Prime Minister with reference to the Goldenberg recommendations relating to a Metropolitan Parking Authority. I suggested that it was time to re-assess the whole body of Provincial legislation dealing with Municipal Parking Authorities in the light of our experience in the last 13 years. Subsequently, the Brief of the Parking Industry to this Study was prepared, and I again wrote the Prime Minister. I enclosed a copy of the brief for his consideration, suggesting that he have verified independently of the Study, the allegations contained therein.

I urged the Prime Minister that if the charges the Industry made were substantiated, that he implement the enquiry into existing Parking Authority legislation that I had previously requested. The Prime Minister advised me that he would discuss the matter with the Minister of Highways, and the Minister of Municipal Affairs.

The Metropolitan public transportation system, the Commercial Parking Industry, the Provincial Highway Program in Metro, and the commuter rail system, are all adversely affected by the continuing subsidization of the Parking Authority. The consideration of this important matter cannot and should not be delayed until 1967. As three senior members of the Government are also members of this Study, including the two Ministers whose opinions and advice the Prime Minister has indicated he will seek, I consider that it is my duty and my responsibility to urge this Study as vigorously as I can, to endorse the request of the Parking Industry that existing Parking Authority legislation be re-examined by the Government without any delay.

Thank you, Mr. Chairman and gentlemen.

THE CHAIRMAN: Thank you, Mr. Herman.

I was wondering, would you have, or possibly be able to obtain, the stock inventory of the number of parking spaces for 1952 and for today?

MR. HERMAN: We could get them, yes; but we do not have the figures offhand.

THE CHAIRMAN: It would be a comparison that would go with the thesis which you are advancing. The number of car spaces, of course, available through the City of Toronto Parking Authority is readily available.

MR. HERMAN: Well, the number of spaces now available in the private parking industry is also readily available.

THE CHAIRMAN: Yes; this is what I want, as compared with what it was immediately prior to the creation of the Parking Authority.

MR. HERMAN: Yes, we could get that for you, Mr. Chairman.

THE CHAIRMAN: You have made the point. I think you sum it up at the top of page four of the copy I have, which I think is slightly different to yours:

"Patronage levels must be acknowledged to be a function of service quality and charges."

You have concentrated on the effect of subsidized charges for parking. Will not the number of passengers also depend on the speed of the trip, the headway time, and the general convenience? Are these not factors that will be considered by a potential passenger, as well as the Parking Authorities downtown?

MR. HERMAN: Charges, of course, will reflect on the service. If the Government starts out in very expensive cars -- I am talking now about railway cars -- for the purpose of bringing commuters to downtown Toronto, and it starts out at a very -- with charges which are adequate to sustain the high level of service of high quality cars that are used for providing this service, and it finds it cannot attract the public with these high charges, it will have to reduce its fares. This means that future facilities which the Government provides will be based on the charges which they recognize the public is prepared to pay. So, one industry is inter-dependent on the other. And I am afraid, in our class of society, the prime consideration seems to be the charge.

THE CHAIRMAN: Another feature here: as an individual, and not on behalf of the Executive Committee of this Study, would you have any objection if I, personally, were to provide the City of Toronto with a copy of this?

MR. HERMAN: None whatever, Mr. Chairman; none whatever.

THE CHAIRMAN: If you provide me with an extra copy I will do it personally.

MR. HERMAN: I will be very happy to.

THE CHAIRMAN: Mr. Cowley, do you have any questions?

MR. COWLEY: If I may, sir, Mr. Chairman: the Parking Operators Association has representatives from the entire Metropolitan Toronto area. Are they concentrated in the inner core of the City?

MR. HERMAN: Primarily the inner core, because it is not generally profitable to operate outside the downtown core; although there are commercial parking lots at Eglinton and Bathurst as you know, and on Avenue Road north of Eglinton. But 90% of the commercial parking industry is concentrated in what we know as the downtown core.

MR. COWLEY: Mr. Herman, do those facilities operated by members of the Association -- are they only car-parking facilities, or are they diversified with other facilities, car maintenance facilities or car-wash facilities? Are they singular or incorporated with, perhaps, office facilities?

MR. HERMAN: I would say mainly 90% are serviced carparks operated with no other facilities. There are some that are operated in conjunction with gasoline service stations, although a number that were operated in the last two or three years have been eliminated recently, because the downtown service station operation has not been very profitable which, I suppose, is a factor influenced by high labour costs.

Largely, the answer to your question is service lots without any other facilities; although there are some service lots which have service station facilities.

MR. COWLEY: And the majority of the structural buildings would have other types of services in them. Are they within the Parking Operators Association?

MR. HERMAN: Very few.

MR. COWLEY: Very few.

MR. HERMAN: I can think of two recently. There are also one or two free-standing garages which have been built in recent years, primarily to comply with by-law requirements, until this recent little kick of the Parking Authority made that unnecessary. Today, the developer of the Professional Building with which you are familiar, just on the south side of Edward Street, between University and Bay, to comply with the by-law he built a free-standing garage which fronts on Dundas Street. Now, this was before the recent change to the legislation which would have enabled them to give some money to the Parking Authority and be excused from the requirement of parking.

MR. COWLEY: Really, the point of my question was to try and determine whether there was diversification such as capital cost, if you wish, spread over other facilities? And, whether or not this is, in fact, the City's case.

MR. HERMAN: Mr. Walker has helped me on that, and he says that the trend appears to be away from the diversification and going into single-purpose buildings.

MR. COWLEY: If I may, then (and this is perhaps a naive question), but permit me, please: the tax base, on which we presume is an approach to this problem, of a service lot with no other facility on it -- what is the base? What is the realty base for that? Is it unimproved land or improved land, or . . .

MR. HERMAN: No.

MR. COWLEY: There is no such thing?

MR. HERMAN: No. We are taxed as parking lots; that is, the service lots.

THE CHAIRMAN: Assessed on the Gray formula.

MR. HERMAN: Is that it?

THE CHAIRMAN: Yes, it is in contrast, you will find, with the assessments themselves throughout the provinces. It is assessed on the overall raw land.

MR. COWLEY: And not to do with the business contained on the land?

THE CHAIRMAN: In addition, they pay business tax of 25%.

MR. HERMAN: Ten per cent.

THE CHAIRMAN: Ten per cent on service, but 25% ---

MR. HERMAN: On the garage?

THE CHAIRMAN: On the garage. That is over and above the tax on the straight land assessment.

MR. HERMAN: Yes.

MR. COWLEY: A general question, if I may, Mr. Chairman: do you feel the transportation in the broadest sense is a community problem, or is it an individual's problem, or a company's problem, or an agency's problem? Is it something that is broad, in fact, over the whole community?

MR. HERMAN: I think it is everyone's problem, Mr. Cowley; there is no doubt in my mind.

MR. COWLEY: The next point is: should parking as being part of transportation be a community problem?

Please, I am not trying to embarrass anybody by asking questions like this, but if they are unanswerable and too idealistic, please say so.

MR. HERMAN: Well, I can only give you my own opinion: under the matter of political philosophy, I hold very strong views on the function of governments, and I believe very strongly in the free enterprise system. We all agree government has some responsibility, but some people believe obviously that the responsibility of government consists of providing and operating the facilities for parking. My belief is that the government's responsibility is to create a climate which encourages business

to furnish the facilities and to run them and to take the attendant risks as business is accustomed to risk-taking.

In any business where, by the very nature of things it is a competitive business, I don't think that government can operate efficiently, effectively or economically -- and I can best illustrate it by pointing out what has happened in the City of Toronto and what has happened in the City of Montreal. You know, 14 or 15 years ago, when the parking was talked about, and at that time it was not in existence, one of the main arguments put forward by the protagonists of the Parking Authority, was that they would provide parking in the neighbourhood areas where, admittedly, private operators did not want to go. The private operators said, "Fine. Restrict yourself to the neighbourhood areas when you won't compete with us," and they said, "Well, no. We are not going to leave the lucrative downtown to you. We are not going to leave you with the gravy and we will take the bones and the sticks." So, they went into the lucrative, question mark, downtown area.

Now, what is the record? They have four major developments in downtown Toronto:

- (1) Mechanical garage, Dundas Square;
- (2) Mechanical garage, Temperance Street;
- (3) Underground garage, under Nathan-Phillips Square;
- (4) Mechanical garage, Queen and Victoria

Now, what has happened to them?

The mechanical garage on Dundas Square was torn down last summer; the mechanical garage on Temperance Street is slated to be torn down, right after the first of the year. According to the 1963 report of the Parking Authority, the garage (the 2,400-car garage) under the Nathan-Phillips Square will be self-sustaining by 1970.

Now, using the Parking Authority's interpretation of "self-sustaining", this means that they expect that by 1970 their income will equal their out-go; apart from the cost of carrying their debt, which is half-a-million dollars a year.

Now, compare this or contrast this with the City of Montreal where they have no parking authority: there are five mechanical garages -- I am not talking about other garages -- five mechanical garages, all put up about the same time that the Parking Authority's mechanical garages were put up. One, more recently. They are all functioning. My Company operates one on Mountain Street in Montreal, and it is doing very nicely. There has been no suggestion that they can't be operated profitably or they have got to be torn down.

So, I say to you that, although parking may be a responsibility, may be everybody's responsibility, if it is a responsibility on government, that responsibility should be lucrative to regulate the planning and to taxation.

Now, I would welcome and I have invited the Parking Authority to sit down with the people who control 80% of the parking in this City, and do some planning. They have facilities available to them that are not available to private people -- particularly, my competitors in the parking business won't give me the right time and I won't give them the right time -- we are of a very competitive nature. They have ways and means. If the Parking Authority were what I originally thought they would be (a planning agency which would plan parking demand, in collaboration with the transportation people), let us determine in collaboration with the parking operators in this City, where parking is needed, and where it is not needed. Let them ask us what our plan is and what our program is. But there is no communication. Well, I guess there is a paper curtain between the Parking Authority and private industry. There is no communication between us. They do not do any planning. They are merely a competitor, and their performance is very poor. They can't compete with us because, well, they are just not qualified to be in that business, and I don't have to go into the reasons. They are a dangerous competitor because they do not rely on their parking income dollar, and their pricing is not based on economics but on what they think is popular, politically.

MR. COWLEY: Fine, thank you very much.

THE CHAIRMAN: Talking about those garages, you take me back a good many years pretty quickly.

MR. HERMAN: I think you were in Council at that time, weren't you, Mr. Chairman?

THE CHAIRMAN: I voted for them after listening to John Walker.

MR. HERMAN: Well, Mr. Chairman, Mr. Walker doesn't need anyone to rise in his defence, but I am afraid that he was merely an instrument and did not have anything to do with the making of policy. I don't think City Council ever intended that the parking meter revenue would be turned over to the Parking Authority to pay their debt charges on the Queen-Victoria garage, for instance.

THE CHAIRMAN: Well, there were questions that have been raised here that led to my suggestion. I would like to send a copy to the City.

MR. HERMAN: Mr. Chairman, I would be very happy to send you the copy of the brief for transmission to the City

of Toronto. We have on previous occasions sent copies of my communications with you to the Mayor of the City of Toronto, and I hope that this registers a little more forcibly than anything previously.

THE CHAIRMAN: Mr. MacNee?

MR. MacNEE: I have no questions. I think it was an explicit, illuminating report. I'd like to go on record saying that.

THE CHAIRMAN: Mr. Vance?

MR. VANCE: Yes; just one.

Those people who drive downtown and subsequently receive subsidized parking; do you believe that if they were charged, a large proportion of them would switch to public transportation?

MR. HERMAN: There isn't the least doubt in my mind; not the least doubt in my mind.

MR. VANCE: Would you like to pull a percentage from the top of your head?

MR. HERMAN: Well, I can only tell you of our experience very recently, on July 1st of last year.

We have a large parking facility at the foot of Church Street, and we were charging 60 cents all day. On July 1st we increased our charges to 75 cents a day and we lost 25% of our customers. A mere increase of 15 cents a day. Now, I don't know of any cheaper facility nearby, within four or five blocks that they could patronize. So I must conclude that a certain percentage of them were lost, and lost by us, and gained by public transportation. It is remarkable that we find even a 10 or 15-cent increase in parking charges discourages use. I think, as our brief indicates, the average motorist weighs the cost of his parking very carefully - particularly the man who parks all day long - because he interprets a 10 cent increase; but he says, "This is costing me 50 cents more a week and \$25 a year. Well, I can find a better use for this \$25." And he does something else. He either uses a parking lot that is cheaper, and if he can't do that, he must go to public transportation.

MR. VANCE: Thank you.

THE CHAIRMAN: Is that all, Mr. Vance?

MR. VANCE: That is all.

THE CHAIRMAN: Mr. Herman, on behalf of the group

here, I would like to thank you most sincerely. It has been an extremely interesting topic you have raised. The specifics that you have in your briefs have been very interesting and challenging. Others here have sat in on other sessions (public sessions) and I think yours is among the best that has been produced so far.

MR. HERMAN: Thank you very much, Mr. Chairman.

THE CHAIRMAN: Very well documented and researched.

MR. HERMAN: Thank you; thank you for your patience.

SUBMISSION OF
THE METROPOLITAN TORONTO AND
REGION CONSERVATION AUTHORITY

Appearances: Dr. G. Ross Lord,
Chairman;
Mr. W.A. McLean,
Administrator.

THE CHAIRMAN: Dr. Lord, I notice in your brief there are a number of maps and charts which we won't ask you to describe, but I thought if whoever is presenting it would like to get into it and present it, we would then have a short break before hearing the final submission for the afternoon.

DR. LORD: Mr. Chairman, if I may, I would like to spend three minutes to introduce it, and then I would like to call Mr. McLean to read it.

THE CHAIRMAN: Fine.

DR. LORD: As you know, sir, we have conservation lakes over a thousand square miles. I think you said your area was 3,300, so it is about one-third of that, and you will note as well as I do that, in this 1,000 square miles, there are two million people. That will soon be up to four million people by the year 2000.

The Authority now has in its various conservation areas flood control centres of 16,000 acres, and we hope in the next 12 years or 15 years it will be 33,000 acres. We have a visitation annually of one million, however, going to our areas, and this will grow steadily to two and a half million. As you know, sir, we have a flood control centre in which 10 dams will be built with reservoirs. We are acquiring a lot of the river

valleys, because these river valleys will be flooded, as in the case of Hurricane Hazel as they were the last time, and therefore the Transportation Study must consider our holdings and the network we have across the area. For instance, the Claireville Reservoir -- our dam has been just completed. There will be about 1,300 acres, and in planning this, we have to consider the new Highway 407 is going to cross right along there somewhere. So, I am just indicating to you that, in this 1,000 square mile which is the heart of your Study area, all our land is going to be there. There may be some obstacles; there may be some facilities that will make it easier for you to handle your traffic, but it can't be ignored, and we just wanted to present the facts as we see them.

I would now ask Mr. McLean to present our brief.

MR. McLEAN:

SECTION A - THE AUTHORITY

The Metropolitan Toronto and Region Conservation Authority is constituted under The Conservation Authorities Act, R.S.O. 1965, and as such is a corporate body, engaged in the restoration, development and conservation of the renewable natural resources in the area under its jurisdiction. Within its 1,000 square mile area the Authority includes the following twenty-three municipalities, which by reason of their location on one of the nine watersheds in its area are members of the Authority.

- | | |
|-------------------------|-----------------------|
| * Adjala Township | * Mono Township |
| Ajax Town | * Pickering Township |
| Albion Township | Pickering Village |
| Bolton Village | Richmond Hill Town |
| Brampton Town | Stouffville Village |
| Caledon East Village | Toronto Gore Township |
| * Caledon Township | * Toronto Township |
| * Chinguacousy Township | * Uxbridge Township |
| * King Township | Vaughan Township |
| Markham Township | * Whitchurch Township |
| Markham Village | Woodbridge Village |
| Metropolitan Toronto | |

- * Portions of these municipalities lie outside of the Authority's area.

With the assistance of the Province of Ontario and the Government of Canada, the Authority has undertaken a comprehensive program of Flood Control and Water Conservation in the Metropolitan Toronto Region, accompanied by a program of ancillary measures including Recreation, Forest and Wildlife Management, Stream Improvement, and Agricultural Land Use Management.

The work of the Authority directly affects transportation patterns in the Metropolitan Toronto Region in three ways:

- (a) By the construction of works which require the alteration or closing of existing rights-of-way.
- (b) By the creation of recreation sites throughout its region, which become large traffic generators.
- (c) Where new or altered right-of-way cross or adjoin Conservation lands.

It is in respect of these three considerations that this brief is respectfully submitted.

SECTION B - PROJECTS AFFECTING RIGHTS-OF-WAY

A major part of the Authority's Flood Control and Water Conservation Plan is the construction of twelve storage dams. The reservoirs created by these dams will range in size from 50 to 300 acres, and will flood various existing rights-of-way, either permanently or intermittently. Accompanying the flood control work, the Authority has underway a program of recreation development on its conservation lands. In many cases the "Conservation Areas" extend beyond the rights-of-way separating normal concession blocks, and alterations are required. Now, over on page F-35 there is a chart which outlines those rights-of-way which will be affected and which already have been affected by Authority projects. I think, Mr. Chairman, rather than read the whole chart I'd just like to draw your attention to two or three of the most significant facts:

No. 9, the Boyd Reservoir in Vaughan Township will flood the Albion Hills Side Road. That is in Vaughan Township.

The Authority has been working in Vaughan Township on the relocation of this road. It appears that it is an important road running the full length of the Township and the preliminary plans have been made to via it across the structure.

I'd also like to draw your attention to the Claireville Conservation Area, the Eighth Concession Road, which runs in a north-south direction line through the middle of the area, and the Authority is making application to the Township of Toronto Board to close this road.

These works are drawn to the attention of the Study as they may affect proposed widenings and future traffic patterns. The locations of these works are indicated on a map, Figure 1 (page F-35).

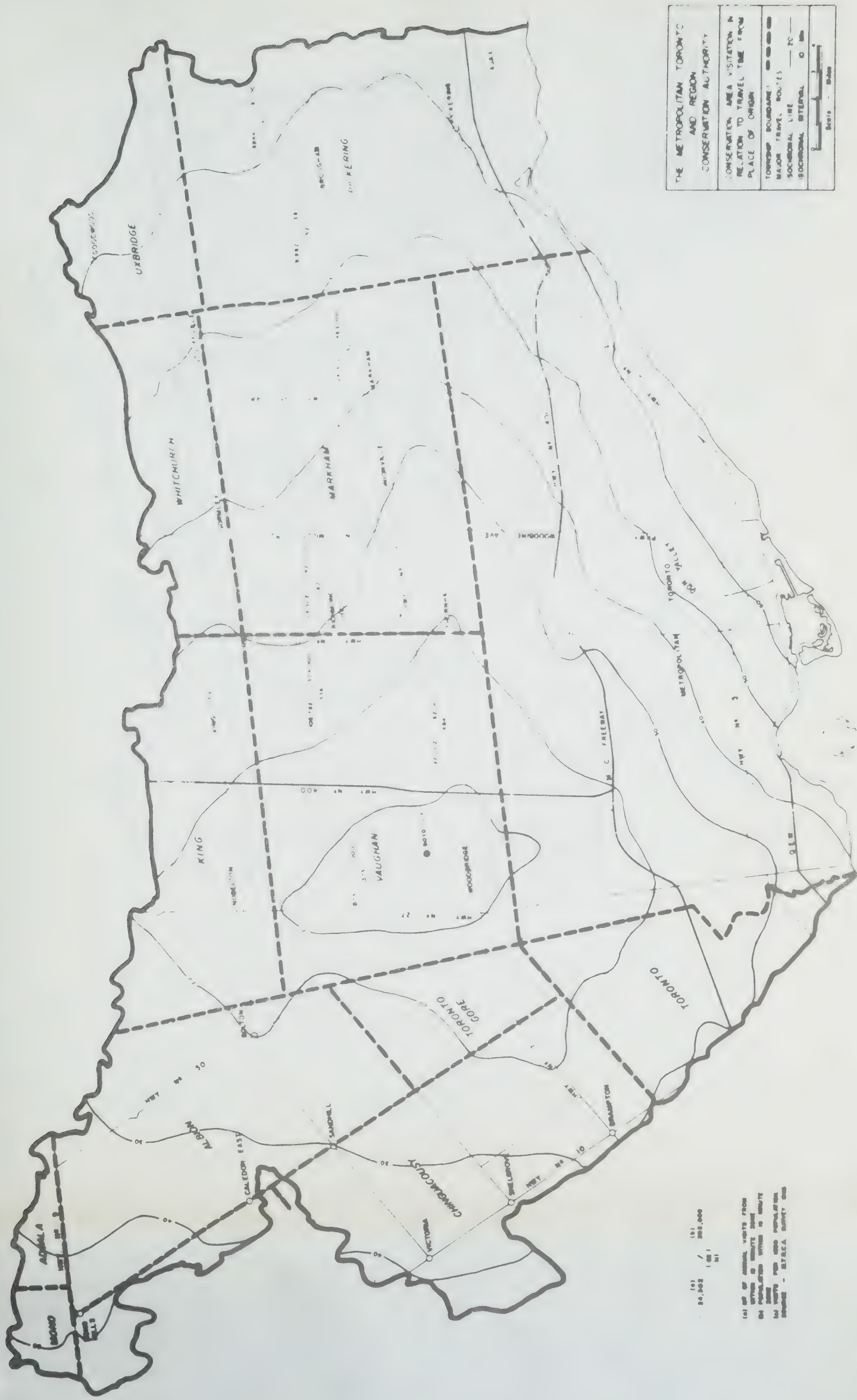
METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY
PROJECTS AFFECTING PUBLIC RIGHTS-OF-WAY

Map Ref.	Project Name	Municipality	Roads Affected	Type of Effect	Official Request made to Mun.
1	Ebenezer Res.	Toronto Gore	7th Con. Rd. at Lots 8, 9, 10	Seasonal Flooding	NC
2	Ebenezer Res.	Toronto Gore	8th Con. Rd. at Lots 6, 7	"	"
3	Snelgrove	Chinguacousy	#17 Sideroad in Con. 1 E.	"	"
4	Nashville Res.	King Twp.	11th Con. Rd. at Lots 1, 2, 3	Intermittent Flooding	"
5	Nashville Res.	Vaughan Twp.	10th Con. Rd. at Lots 33, 34, 35	Minor intermittent flooding & channelling	"
6	Bolton Res.	Albion Twp.	6th Con. Rd. at Lot 12	Seasonal Flooding	"
7	Bolton Res.	Albion Twp.	5th Con. Rd. at Lots 13, 14	"	"
8	Bolton Res.	Albion Twp.	#15 Sideroad in Con. 6	"	"
9	Boyd Res.	Vaughan Twp.	Elder Mills Sideroad, Con. 7	Permanent Flooding	preliminary notice
10	King Creek Res.	King Twp.	King-Vaughan Town Line, Con. 8	"	"
11	Willowdale Res.	Metro Toronto (North York)	Finch Ave. in Con. 2	Seasonal Flooding	Yes
12	Finch Res.	Metro Toronto (North York)	Dufferin St. in Lots 21, 22, 23	"	"
13	Clarke's Hollow Res.	Pickering Twp.	4th Con. Rd. in Lots 31, 32	"	NC
14	Arthur Percy Res.	Pickering Twp.	4th Con. Rd. in Lots 13, 14	Permanent Flooding	"
15	Albion Hills Cons. Area	Albion Twp.	5th Con. Line in Lots 21, 22, 23	Operating recreation area both sides of unopened R.O.W.	"
16	Glen Haffy Cons. Area	Albion Twp.	2nd Con. Line in Lots 33, 34, 35	ditto	"
17	Heart Lake Cons. Area	Chinguacousy Twp.	15th Sideroad in Con. 2	ditto	Yes
18	Claireville Cons. Area	Toronto Gore Twp.	8th Con. Rd. in Lots 2, 3, 4, 5	Seasonal Flooding	"

SUMMER USE - CONSERVATION AREAS 1964

Number of Cars

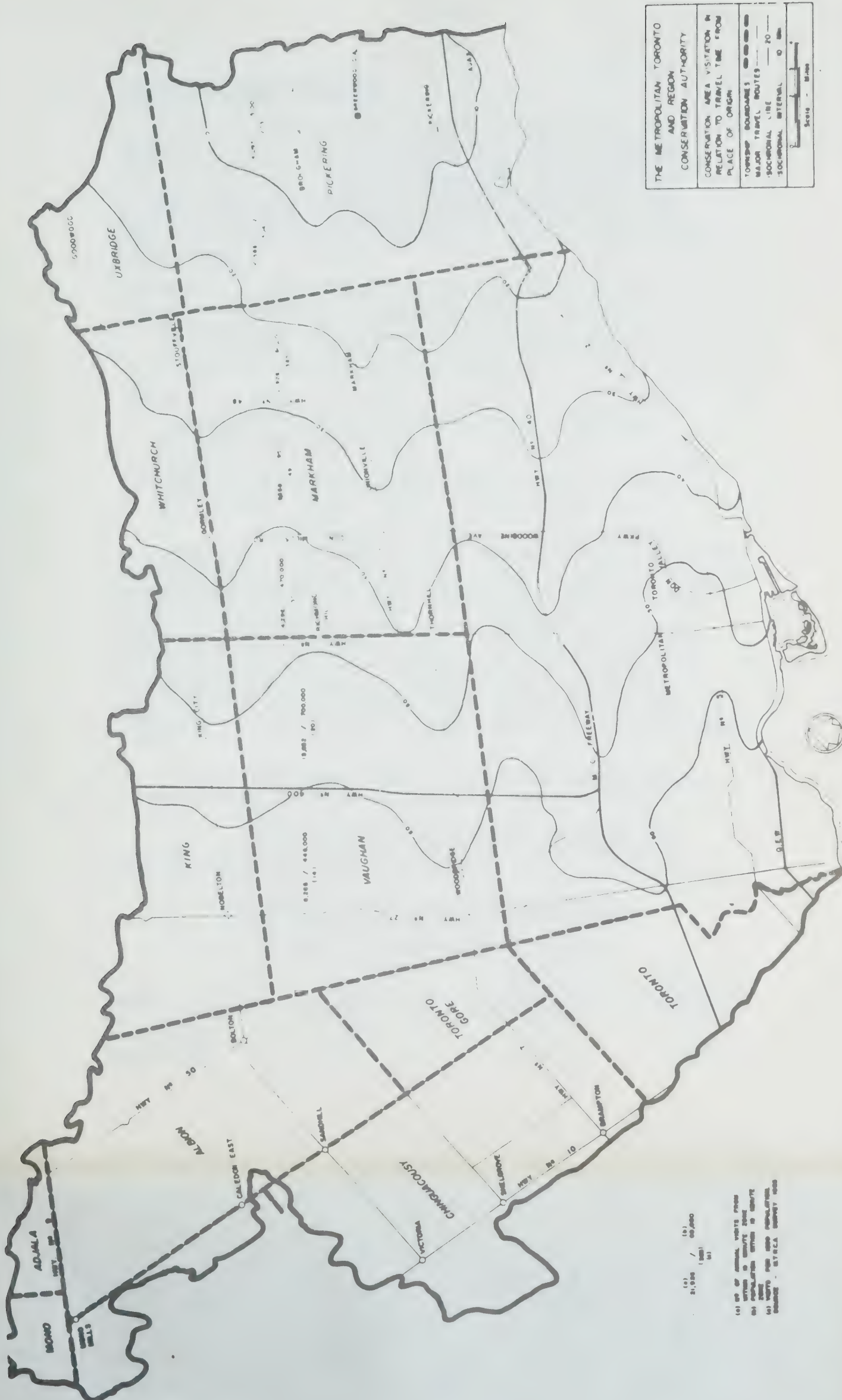
Period	Albion Hills			Pioneer Village			Boyd			Claremont			Glen Haffy			Heart Lake		
	Week Day	Week End	Week Day	Week End	Week Day	Week End	Week Day	Week End	Week Day	Week End	Week Day	Week End	Week Day	Week End	Week Day	Week End	Week Day	Week End
MAY	1	52	684							975		191	160	741	43	559		
"	2	73	435				124			508		87	142	308	216	298		
"	3	67	845							1228		164	69	562	128	714		
"	4	58	2486							3228		301	62	1008	182	2768		
JUNE	1	78	626				35			1167		123	73	325	99	619		
"	2	60	1021				136			1752		192	84	678	102	873		
"	3	158	2702				523			2892		629	78	643	590	2825		
"	4	259	2973				697			2940	8	495	89	614	642	2635		
"	5	479	3172				1092			3108	16	447	63	598	1012	2361		
JULY	1	728	4531				1793			4120		330	87	523	1789	3299		
"	2	743	540				1804			874		43	113	123	1649	665		
"	3	557	2952				1103			3584		191	98	279	1118	2581		
"	4	1558	2247				3511			2553		118	119	204	3291	1916		
AUG	1	1048	1000				2104			1239		69	150	178	2029	768		
"	2	558	499				693			587		72	175	188	674	337		
"	3	230	758				187			928		103	128	241	173	487		
"	4	274	233				270			267		103	112	110	256	161		
"	5	380	1414				462			1769			110	273	367	1255		
SEPT	1	375	628				326			722		78	95	230	327	425		
"	2	62	704				78			1082		148	42	430	191	529		
"	3	32	143				88			172		11	52	38	152	39		
"	4	33	65				67			145					18	24		
"	5	36	278				116			455		121		143		111		



THE METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY	
CONSERVATION AREA VISITATION IN RELATION TO TRAVEL TIME FROM PLACE OF ORIGIN	
TOWNSHIP BOUNDARIES	-----
MAJOR TRAVEL ROUTES	=====
SOCIOECONOMIC LINE	-----
ISOCORONAL INTERVAL	0 10 20
Scale	0 10 km

(a) 24,502 (b) 202,000
(c) 100,000

(a) 24,502 (b) 202,000
(c) 100,000



THE METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY
CONSERVATION AREA VISITATION IN RELATION TO TRAVEL TIME FROM PLACE OF ORIGIN
TOWNSHIP BOUNDARIES
MAJOR TRAVEL ROUTES
SOCIOECONOMIC LINE
SOCIOECONOMIC INTERVAL

(a) 100,000 / 100,000
(b) 100,000 / 100,000
(c) 100,000 / 100,000
(d) 100,000 / 100,000
(e) 100,000 / 100,000
(f) 100,000 / 100,000
(g) 100,000 / 100,000
(h) 100,000 / 100,000
(i) 100,000 / 100,000
(j) 100,000 / 100,000
(k) 100,000 / 100,000
(l) 100,000 / 100,000
(m) 100,000 / 100,000
(n) 100,000 / 100,000
(o) 100,000 / 100,000
(p) 100,000 / 100,000
(q) 100,000 / 100,000
(r) 100,000 / 100,000
(s) 100,000 / 100,000
(t) 100,000 / 100,000
(u) 100,000 / 100,000
(v) 100,000 / 100,000
(w) 100,000 / 100,000
(x) 100,000 / 100,000
(y) 100,000 / 100,000
(z) 100,000 / 100,000

SECTION C - RECREATION AREAS

The second way in which the Authority's work affects the transportation is in connection with recreation areas. On some of the lands owned by the Authority, major use Conservation Areas have been developed. Traffic patterns to these areas were documented in surveys conducted in 1959 and 1965. Attendance has been recorded each year since 1957. From these records, several significant traffic characteristics become evident.

- (1) Major use Conservation Areas are significant traffic generators during the summer use season. Table II (which is found on page F-36) indicates the daily and weekly volume of cars at six Conservation Areas in 1964, that are operated by the Authority.
- (2) With the addition of each new Area, total attendance has increased and no loss of attendance at existing Areas has been experienced.
- (3) Travel to a Conservation Area can be related to the time interval between origin and destination.

In our studies in 1965 we were able to draw isochronal lines, and these lines are what are referred to on the maps from pages F-37 to F-41. By this advice we are able to estimate the number of visitors per thousand population within the time zones surrounding each of these five Conservation Areas. By asking this information, we are able to compute in a rather primitive way the estimated visitation to these areas as populations increase and as new areas are added to the system. We believe that this information, which is information provided for study only, and that computation of this kind will assist in estimating the traffic volume on roads leading to the Conservation Areas.

Isochronal lines were drawn for five major areas: Greenwood, Boyd, Albion Hills, Heart Lake and Glen Haffy.

The following table indicates the visits per thousand population to each of these five Conservation Areas from the various time zones.

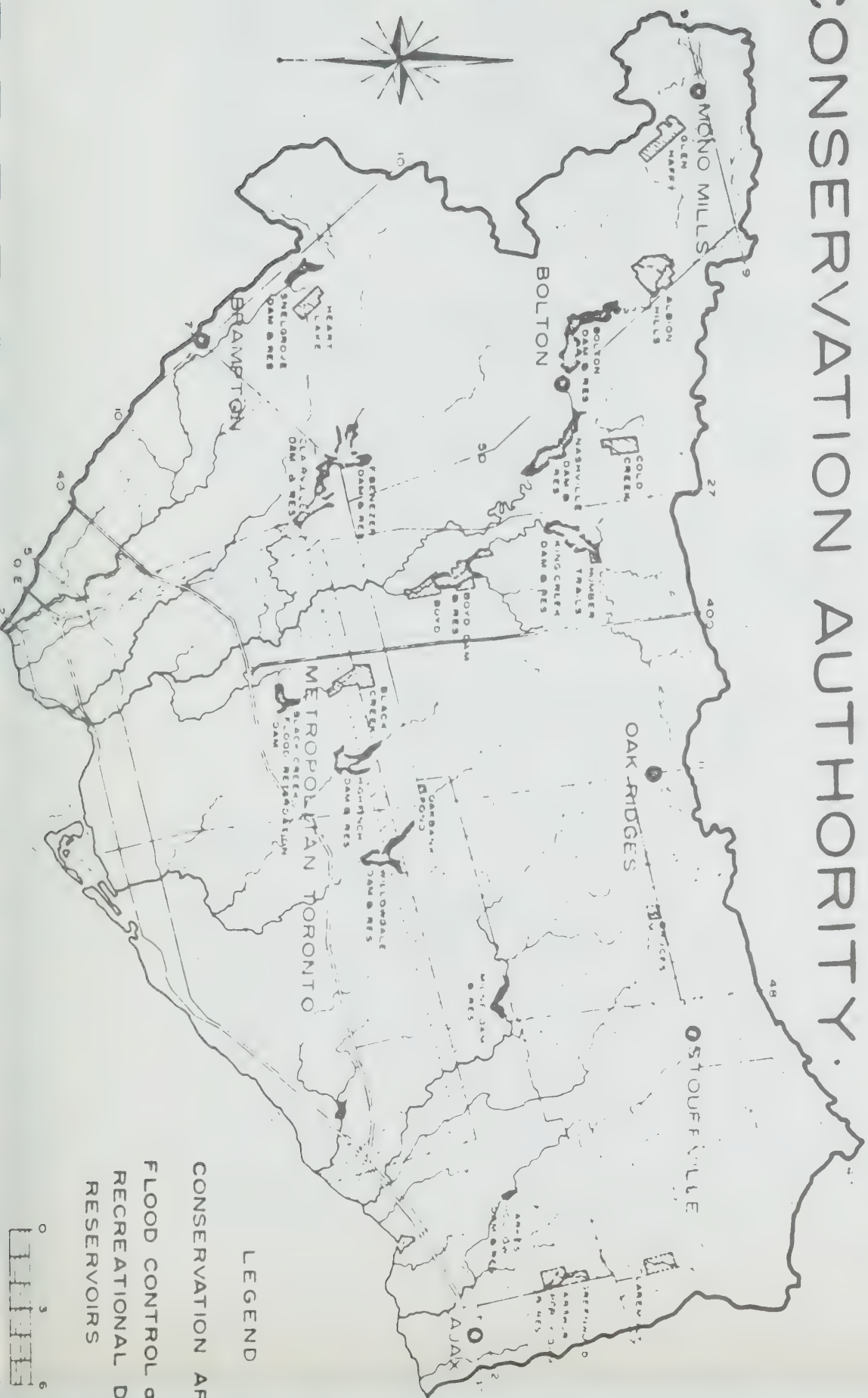
Conservation Area Use Related to Travel Time

Visits per thousand population in

<u>Area</u>	<u>10 min. zone</u>	<u>20 min. zone</u>	<u>30 min. zone</u>
Glen Haffy	1137	758	1718
Heart Lake	1134	1391	1118

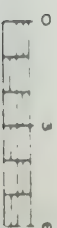
METROPOLITAN TORONTO AND REGION.

CONSERVATION AUTHORITY.



LEGEND

CONSERVATION AREAS
FLOOD CONTROL and
RECREATIONAL DAMS and
RESERVOIRS



Albion Hills	1371	1332	5030
Boyd	1537	1484	336
Greenwood	273	365	49
Area	40 min. zone	50 min. zone	60 min. zone
Glen Haffy	717	231	136
Heart Lake	180	91	61
Albion Hills	510	251	127
Boyd	62	52	52
Greenwood	30	20	14

The highest percentage of visitors to all Areas come from the 0 to 40 minute zones. These figures suggest a method by which future travel to Conservation Areas can be estimated, based on population changes.

The maps on pages F-37 to F-41 inclusive show the location of travel zones with respect to each Area, and the population now living within each zone.

These traffic characteristics have necessitated co-operation between various road agencies, particularly the Ontario Department of Highways and the Toronto and York Roads Commission and the Authority. In two locations channelized intersections at the entrance to Conservation Areas have been provided to ease the flow of traffic:

Highway No. 50 at the entrance to
the Albion Hills Conservation Area;
Gormley Sideroad at the entrance to
the Bruce's Mill Conservation Area;

A similar intersection is proposed for the Woodbridge-Kleinburg Road on Islington Avenue at the entrance to the Boyd Conservation Area.

As new Conservation Areas are developed and as attendance at existing Areas increase, channelized intersections may be required at the following locations:

Conservation Area	Location
Heart Lake	2nd Concession Line, Chinguacousy Township
Clairville	Highway No. 7, west of Highway No. 50
Bolton	Highway No. 50, north of Bolton
Nashville	10th Concession Road, Township of Vaughan

<u>Conservation Area</u>	<u>Location</u>
Boyd	7th Concession Road, Township of Vaughan
Black Creek	Steeles Avenue at Jane Street, North York
Milne	7th Concession Road, Township of Markham
Arthur Percy (Greenwood)	Greenwood Road, Township of Pickering
Clarke's Hollow	Whitevale Road, Township of Pickering

I should point out that at Clairville and Nashville it may well prove that the type of generalized intersection that we spoke of that had been put up at Albion, for example, would not be adequate. Our estimated traffic volumes there are such that a more elaborate form of interchange may be required.

The next section of our brief deals with access to Conservation Areas.

The Authority has had correspondence with three municipalities concerning the development of roads giving access to Conservation Areas. In each case, the Authority has adhered to a policy of not giving financial assistance to municipalities for the maintenance and development of public access roads. I might point out -- this is not in the brief, but it is within the terms of reference of the Authority -- means are not available to the Authority to build public roads.

1. Chinguacousy Township: Petitioned the Authority for assistance in the development of the 2nd Concession line leading to the Heart Lake Conservation Area. This road was subsequently approved as a development road, and improved with the assistance of the Ontario Department of Highways.
2. King Township: Requested the Authority to assist in the development and maintenance of the 10th Concession line leading to the Cold Creek Conservation Area.
3. Pickering Township: Enquired of the Authority concerning assistance for the development and maintenance of the Greenwood Road leading to the Greenwood Conservation Area, and the Westney Road leading to the Claremont Conservation Area.

The Authority has not received any further information concerning the present status of these roads. While the Authority does not participate in financial assistance to municipalities for improving roads giving access to Conservation Areas, it recognizes the need for the improvements and supports the municipalities' requests for Provincial assistance. Recognizing the difficulties in adapting gravel surfaced roads to Conservation Area access purposes, the Authority has pursued a policy of locating entrances on paved roads, wherever possible.

Then, with respect to public transportation: Access to all Conservation Areas at the present time is available only by private vehicles and charter buses. In 1962, 1963 and 1964 the Toronto Transit Commission operated scheduled buses to the Black Creek Pioneer Village from the Eglinton Subway Station on weekends during the summer operating season. This service was not provided in 1965. The Authority believes that two of its Areas should be served by public transportation:

1. Black Creek Pioneer Village: This Conservation Area is located at the intersection of Jane Street and Steeles Avenue, in the Township of North York. The Village is a restored Pre-Confederation Village, depicting a variety of aspects of pioneer life. It is of interest to a wide segment of the community, both young and old, and has an annual visitation of nearly 150,000. Public transportation service would make it available to an even wider segment, particularly residents of downtown areas and older citizens. At the present time, the scheduled bus service on Keele Street comes within a mile and a quarter of the Village.
2. Boyd Conservation Area: The Boyd Conservation Area is located on the Woodbridge-Kleinburg Road, on Islington Avenue, in Vaughan Township, one mile north of Pine Grove (the northern terminus of the Woodbridge bus route). This area provides facilities for swimming, picknicking, nature hiking, skiing, sledding and tobogganing. It is the one Area of the Authority close to public transportation service would make its facilities available to all those now barred due to lack of transportation.

Then, the general statement of policy with respect to access roads:

The use of Conservation Areas for day recreational outings has become somewhat of an institution in the Metropolitan Toronto Region. The trip to and from the Areas is as much a factor in the day's enjoyment as the facilities of the Areas themselves. Every effort should be made to enhance the recreational outings by:

- (a) providing adequate access roads;
- (b) providing adequate points of access to Conservation Areas from public roads to facilitate the flow of traffic and the safety of turning movements;
- (c) taking care in the design and development of access route rights-of-way to make them as aesthetically pleasing as possible;
- (d) developing a sign policy for public rights-of-way to properly identify Conservation Areas and direct visitors to them.

Then, finally, the effect of new or altered rights-of-way:

SECTION D

With the rapidly expanding road programs at all levels of government, it is inevitable that lands owned by the Authority will be affected. To date all but three of the Authority's developed Conservation Areas have had their acreage diminished by takings for road widenings and improvements. In each taking the Authority has recognized the need for the improvement, and agreed to the release of lands for a nominal sum.

The Authority is well aware that in a rapidly developing community such as the Metropolitan Toronto Region, future takings for road widenings and improvements will further affect existing Areas and Areas not yet developed. The Authority is anxious to co-operate with road agencies where takings are essential, but at the same time is anxious that its lands do not come to be considered as reservoirs of cheap land, indiscriminately available for rights-of-way. Road widenings and new rights-of-way are not the only projects which diminish Authority lands. In fact there are a multitude of requests for sewer easements, water line easements, hydro lines and public buildings proposed for location on Authority lands which must be dealt with. The Authority believes that it must make every effort to preserve its lands intact, in order that its objectives can be achieved.

If the spirit of co-operation that has existed between the Authority and road agencies in the past continues in the future, there will be very little difficulty in this regard.

We would like to point out two examples where we have been concerned with road widenings and new rights-of-way:

1. In the widening plans prepared by the Toronto and York Roads Commission for the Woodbridge-Kleinburg Road, the right-of-way was adjusted to preserve a line of trees that were very important to the appearance of the Boyd Conservation Area.

Now, I might point out that this point in the initial stages was not of great significance to the road authority, but it was of great importance to the Authority, and after this was pointed out, they were very co-operative in adjusting the right-of-way.

Another case perhaps of more serious import is that of the Claireville Conservation Area:

2. At the Claireville Conservation Area, the Authority included in its development plan a corridor for the right-of-way which Highway 407 will take. Although the Department of Highways was not able to give a specific commitment as to the exact location of Highway No. 407, the Authority felt that, at the initial planning stage, it would be essential that provision for it be made at the time that the master plan for the Claireville Area was being prepared.

As additional plans of development for Conservation Areas are prepared, it is to be hoped that a similar type of co-operation can be achieved. In this regard it is always helpful to the Authority if it is made aware of new roads and road improvements at an early stage in their planning.

THE CHAIRMAN: Thank you very much, Mr. McLean.

Mr. Cowley?

MR. COWLEY: Very quickly, Mr. Chairman, if I may.

I was very interested in your comment about the isochronal lines and the majority of persons moving to the various indicated park sites in 40 or 45 minutes. Is this also pertinent to the reason that the Transit Commission discontinued the bus from Eglinton to Black Creek? This is beyond 40 minutes; isn't it?

MR. McLEAN: I believe that the line wasn't paying, and that is the reason they discontinued it.

MR. COWLEY: But, I mean, basically you would say it was beyond this 40 or 45 minute isochronal?

MR. McLEAN: From Black Creek?

MR. COWLEY: From Eglinton.

MR. McLEAN: Unfortunately, Black Creek was not included in the Study. It would be very well within the 40 minutes from Eglinton.

MR. COWLEY: Nothing else.

THE CHAIRMAN: Travel time "0 to 40 minute zone"
-- 40 minutes by private automobile?

MR. McLEAN: By private automobile, yes.

DR. LORD: Staying within the speed limit, Mr. Chairman.

THE CHAIRMAN: Our class is within that group too.

MR. McLEAN: Unfortunately we weren't able to take the times which the speed limit was exceeded.

THE CHAIRMAN: I found those figures, while they are revealing, they modify an impression which I have had. Just having had a quick look at them in ten minutes, to Heart Lake, that is a high number of people in the example. They would not be from Metropolitan Toronto?

MR. McLEAN: This was something that was quite revealing to us, too. You have to consider the figures per thousand population within that zone.

THE CHAIRMAN: Mr. MacNee?

MR. MacNEE: The township of Pickering made quite a point when we had our hearings down in Oshawa about the imposition of these Conservation Areas coming into a Township and the Township was saddled with the development of the necessary roads to get people to the Conservation Area. I notice that most of the emphasis in your report is on the actual entrance, but the concern of the Township seems to be the problem of getting them up to the entrance.

Do you feel that this regulation -- I suppose you would call it -- that prohibits you from assisting in relation to roads is right, under the circumstances?

MR. McLEAN: I don't think there is anything against it. It is there, and there is nothing for it. The Act we operate under makes no allowance for the Authority contributing to these roads, and the rightness or wrongness of it I really would prefer not to comment on; but, perhaps Dr. Lord ---

DR. LORD: I feel very strongly, Mr. Chairman, that it is right, that we should not contribute. I think policy-wise it would be something that I don't think any other agency is required to build roads outside its areas. My strong feeling, is that if 250,000 people are going into Heart Lake, then it should be the job of some agency, even the Provincial Government, to provide a road; surely not the Conservation Area. I don't think any agency is asked, Mr. Chairman, to build roads outside one area, because I think all these people -- 250,000 cars -- are paying gasoline taxes and everything else; and, after all, the Province builds Highway 400 into the resort area, which is loaded with people. If we have 350,000 people going to it on a heavily travelled road, I think this advice of making it a developed road is the right way because we, as an Authority, can't afford it. It would lead us into terrific expenses. We can't afford to pay.

MR. MacNEE: The point is: why is it a private entrance, and why a public entrance?

DR. LORD: I believe in our Area it is a public entrance. In other words, it is just as much in a way deceleration running into a highway to put one in, going into a small town. For instance, we are talking now about this Claireville Area. We are talking about 20,000 to 30,000 people going in there in a weekend, so these are more people than will go into a small town, and I think the Provincial Highways Department should really feel it their concern that where, say, 15,000 cars are going off Highway 7, that it is a private highway system. I don't think any other profitable thing -- that is a public park -- I don't think they require them to build these interchanges on the highways.

MR. MacNEE: I could argue this one for hours, but I don't think I had better.

DR. LORD: I think you can see our feeling, that if we had to build it like that, it would be terrific.

MR. MacNEE: My immediate concern is, it is the local municipality which is saddled with the responsibility; and in a sense, must make overtures to the Province. It is an area from which the Township derives little or no revenue, and all they get is the wear and tear on the roads. Most other traffic generators do provide amenities to the municipality.

DR. LORD: Some of the small municipalities argue with me all the time. "We have one in and there is no benefit." We argue strongly that our roads ultimately raise the standard in the whole area; that the values will go up; that this will be a desirable place to live; that these parklands and lakes are local attributes that are bound to raise the level of the land all the way around. You can't take 25,000 people into an area without touching the area. They are selling more gasoline.

We employ all kinds of people in some of these municipalities and we increase the business. It is an attribute.

MR. MacNEE: Thank you.

THE CHAIRMAN: Somebody is convinced, but I don't know who.

Mr. Vance?

MR. VANCE: No questions.

THE CHAIRMAN: Mr. McLean, thank you very much. Everything which you have given here I think is most relevant to this Transportation Study. There are several features. I think Mr. MacNee was right on the point that, whether we like it or not, they are still the responsibility of the Authority, and I hope you will not diminish your efforts meanwhile, but I think they have been properly put before us here and I think you will see there will be much thought put to them. Thank you very much, Mr. McLean; and thank you very much, Dr. Lord.

We will adjourn for five minutes, and then we will hear from you, Dr. Magee.

--- A short recess.

SUBMISSION OF

DR. CHARLES W. MAGEE, Ph.D.

Appearance : Dr. C.W. Magee, Ph.D.,
Consulting Economist

THE CHAIRMAN: Dr. Magee, would you like to sit up here and proceed with your presentation?

DR. MAGEE: Thank you, gentlemen.

Mr. Chairman, I appreciate being permitted to sit down.

Gentlemen:

The opportunity to present this brief is appreciated. This is presented by a private citizen with no monetary involvement. The only interest is personal and solely in the wellbeing and sophisticated development of the home region.

If I may, sir, here clarify my home region: I am an economist, and the region to me includes Kitchener and those three little towns in and around Kitchener -- Brantford, and in the prime industrial region of the Niagara Peninsula. I wasn't aware that the region had been defined geographically or politically as it is here -- I simply took in the economic region. So, in the figures used here, this is what is considered; and also where dollars and cents are concerned, those are dollars as of today.

Being without fee, this presentation is uninhibited. In this manner it is permissible to make use of knowledge gained while on retainer with no infringements on professional ethics.

This presentation is made with full awareness that the results of your wisdom in deliberation could be the greatest single factor to affect this area in its entire past or in the next two hundred years.

Having been involved as the Economist in planning the rebuilding of downtown Calcutta, the International Seaport of Haldia, the redevelopment of La Plata and many other equal and lesser projects, some part of what I offer could have significance.

As the Economist, I have done the essential preliminary studies for 6 multi-million dollar local developments that are now completed or underway. There are at least nine more in this region as yet unstated. There is a total of 18 in Canada and 26 in other parts of the world.

This region that you have now under consideration, was subjected to a most exhaustive study in 1963. That study was associated with three proposed purely dormitory satellite cities. In most cases, my function precedes the development by a minimum of 13 years. For this reason, my sociologic, economic and politic environment is that of 1986.

THE GOLDEN HORSESHOE URGENTLY NEEDS A COMPREHENSIVE RAPID TRANSIT SYSTEM.

It has long been realized that planning is not only for the ivory towered, long haired or counsellors of despair; it is everybody's business. Good planning will withstand the deepest scrutiny from the most critical. Poor planning is usually hidden from the public under some pretext or must be camouflaged in expertise.

Planning involves a critical look at history, carried forward to date and then projected into the future. The weakest part of planning has always been transportation.

A peculiarity of history is that for years we will see every blunder in Toronto's subway system but no one will note that some brilliant person planned the Prince Edward Viaduct in 1909, to accommodate the subway trains that arrived there 57 years later.

Having the great gift of hindsight it becomes difficult to excuse further blunders.

Looking at history we find that the most successful and enduring areas of the world were planned with a core surrounded by satellites and sustained by a good system of transport that could change with progress. The objective was to create a sound atmosphere for varied developments associated with an attractive environment for living.

This satellite system was well proven in Vienna that was started in 1720. In Stockholm, planned in 1730, we find what is now classed as a "discovery" called "Howard's corrected principle of city growth".

AWARENESS

There has been a long period of public lethargy in true evaluation of personal environment, the causes and effects. People are however, starting to wake up and surge with a strong realization, almost a fright, of the environmental impact on their personal economics, health and general wellbeing. One of their leading concerns is developing in a field of transportation. There is a growing realization that something is wrong, and of its pyramiding effect on our every effort.

It is certain that the public is as yet unaware of the personal importance to them, of the outcome of these hearings. It is even questionable if those involved in the deliberations have more than a slight realization of the great negative or positive impact they will have on the future of the area. This region's future will be made or ruined.

It would be convenient to use obsolete routes and there would be no problems in simply heeding petty local ambitions or corporate pressure; the politicians, meeting in clamshell or schoolhouse, were made well aware that regional interest should predominate. The 1965 Conference on Regional Development and Economic Change, held in Toronto through the courtesy of the Ontario Minister of Economics and Development, showed these people that the only worthy considerations in other parts of the world, had been on a regional basis.

This may appear to evade traffic issues but there is a sound reason. We are inclined to view transportation from the viewpoint of a man sitting on a horse-trough watching the steam train whistle through town.

We give traffic the consideration a man gives an ailing wife rather than that extended a faulty motorcar.

The man's wife is ill so he finally SENDS her to a doctor. When she returns his sequence of question is: what's the trouble - what will it cost - how long will it take?

Something is faulty on the car so he TAKES it to the best serviceman he knows. His sequence of questions in this case is: what is the trouble - WHAT CAUSED IT - WHAT CAN WE DO TO STOP THAT HAPPENING AGAIN - HOW QUICKLY CAN IT BE RE-PAIRED - how much will it cost?

The objective here is to give regional transport the same consideration that the man gives his car, rather than that care given the wife.

A CAPSULE HISTORY

Giving traffic this consideration involves us in exploring the recent history of the area land transportation and the outcome.

The first organized mechanical transport was by the railways who were interested in transporting goods from source to distribution point. The sources of most tonnage were mills at dam sites and the distribution centre locations were governed by the distance a horse could travel in a day. Passenger services were almost regarded as an undesirable auxiliary.

Route selection was restricted by the necessity to haul tonnage with steam engines having limited abilities and traction. These routes, with only minor deviations, have been followed ever since and passengers regarded and treated to this day as a nuisance.

A most comprehensive system of electric car lines was created that served from Windsor to Bowmanville and up to Lake Simcoe. They were directed by a variety of people who never did become really passenger conscious and so they disappeared.

The advent of the motorcar liberated those former captive customers and trapped the governments and municipalities in an ever pyramiding effort to supply accommodation for the vehicles. In spite of organized opposition and harrassment, trucks took the short haul business that railways had always claimed to be most unprofitable. Location of distribution centres opened up and trucks entered the long haul field.

The coming of the trucks brought about an ability to reduce inventory and we started to develop sound secondary industries. We were no longer primary producers and as truck transport improved we became an industrial people.

Bus transport gave us a badly needed, low cost flexibility of human resources but never developed to the point where they could supplant the motorcar, basically because they used the same routes.

With the advent of land use controls, the railways made every effort to have all adjoining land restricted for industry. The truck service however continues to be the backbone of our secondary industries.

This started a growth of highway costs that has now attained the point where the expenditure of \$35 million on one interchange, although more than that area's spending on health or education, does not rate one line in the newspapers.

SIGNS OF HOPE

Realizing that mass public transport of people is essential to our economy it then becomes possible to progress. These hearings are a welcome first sign of an awakening. It is to be hoped that they are not used as a means of justifying any unsound decisions.

There have been many efforts to make the mass transportation of people more efficient. Often "something new coming" has been at best a good excuse for procrastination. The "new" monorail is shown as a potential relief. A monorail was operated in Wuppertal, Germany about 1899. Ever since then efforts have been made to convert outdated media or routes to modern use but practically all have failed.

GROWTH

We must expect that this Golden Horseshoe area will develop further in the next 13 years than in its entire past. It will be a transition period with a frightening multiplicity of problems, the greatest of which will be the flexibility of our human resources. Right now our economic growth is being hindered seriously by this factor.

The fact that this Study has been instigated by the Government of Ontario is good indication that they are planning to cope with the potentialities.

By 1986 Canada can expect to have a population of 50 million. If not, she will be on a decline.

To cite U.S. figures:

In 1790, 5.1% of the population lived in urban areas.

In 1840 (50 years) 10.8%; in 1890
(another 50 years) 35.1%; in 1940

(another 50 years), 56.6%; in 1950
(10 years), 59%; in 1960, 63%.

Projecting that experience we must expect that by 1986, 92% of that 50 million or 46 million Canadians will live in urban areas.

Following a normal growth pattern this Golden Horseshoe region will have a population of from 13 to 22 million by 1986. The differential will be caused by the progress or lack of it, in solid economic climate, growth in political stature, improvements in human environment (including fluidity of human resources), and the expeditious removal of obstructing influences. These factors are now and will in the future be more closely compared with the same elements in other regions.

Forty-six per cent of the entire Canadian retail market could well be in this area. With these figures, any good businessman can estimate the regional potential in his particular field of interest.

PLANNING THE INTERIM

The only method of establishing the interim essentials to a sound growth is an understanding of what will most likely be the mode of life and business in 1986. When this is outlined with over 80% probability it will be possible to plan courses of action that will facilitate the transition as economically and painlessly as possible.

FLOWING SHIFTS

The investment per capita or per employee in plant, office, machinery, transport, education, health, social services, et cetera; will be so great as to be unbearable, unless used to the maximum. Both capital and manpower efficiency can only be attained by the full use of all mechanical and physical structures 24 hours a day in a 7 day week.

The present deplorable shift and change system is incompatible with automation and E.D.P. systems. It will be replaced by varieties of the flowing shifts. The plant requiring an operational staff of 1,000 will have five fresh employees coming in every two minutes for six hours of work. This would require a working force of 5,466. With 20% off work at any given time for holidays, health reasons or retraining, this would require 6,560 employees. Employment and allied interests alone are here instigating over 13,000 person trips per day. While this is a formidable figure even more so is the fact that under our present system 8,000 manhours per day would be lost in travel and the plan would require 80 acres for car parking.

This is a Human Productivity Loss Factor that can be critical. Human Productivity Loss Factors will be watched closely and compared one region as against another. It will actually be a more controlling factor in site selection than political climate. These are "probable" conditions that are actually being appraised now.

TRAVEL TIME

Travel time and costs will be the most important key. During the War, travel time or mileage was often paid for. This has been an increasing practice ever since, although often indirectly.

Actually everyone is now being paid for this non-production time. An employee working five days of eight hours in Toronto is away from home 55 hours and being paid accordingly. This is actually an increase in cost of production equal to 37%. In 1986 with five working days of six hours and two hours en route, he would have a human productivity loss equal to one-third. This is beyond the economic point of no return.

We must expect that by 1970 labour contracts will be on an industry or trade wide basis plus a local cost of living index, plus a travel time bonus. Car parking is now part of many labour contracts and by 1986 the cost of parking a car in the core area of Toronto during the working day will be at least \$1,800 per year.

WORKING ELEMENTS

In 1986 trips per person per day will be at least 2.7 times now.

The human resources period of maximum proficiency will be about nine years. They will have a number of alternatives but all add up to many more trips per day.

The workers can hold the primary occupation and a secondary one at the same time. This accumulates additional retirement credits with which they can retire in nine years at a greatly reduced income.

At the end of the nine years they could enter into a third occupation and accumulate more retirement credits.

They could hold only the primary and secondary occupation and then re-educate or attain progressive education.

We must expect that five average adults will have eight occupations and three studies in progress at any one given time.

No matter what the individual does, the movement of humans will be an increasing problem.

LEARNING--TRAINING

High plan costs will force all types of learning to be in shifts and to operate on a year-round basis. Elementary learning will probably only operate three shifts per day but all advanced learning or training will be on six shifts. The periods of lectures, demonstrations, practice, et cetera, will be limited to four hours and the balance of learning, the actual study phases will be matters of self-discipline away from the plant.

There will be two systems of education; the public for the mediocre and private for the more aspiring. Many will use both facilities at the same time. This again will add to the problem of moving people more often in the same day.

The only resource of this area is its people and they must have every opportunity to progress with a thriving region.

MOVEMENT OF PEOPLE

It is almost impossible to legislate an intelligent people into where they are going to live or follow any of their increasing interests. It then becomes a basic matter of moving people from one point to another in that environment where they prefer to live, earn money, spend it, relax, learn, or attend to their health and other needs.

It has often been tried but never succeeded.

LIVING ENVIRONMENT

Its importance can not be overrated and travel is a key factor in creating satisfactory or attractive conditions in a desirable variety.

There is something compelling about a person's chosen location to live and raise a family. The brain drain from U.S. is now an increasing and known part of our growth. These people are moving with considerable disruption and sacrifice to the environment of their choice.

In 1963, associated with another field, we did some research on this matter. The original intention to interview those driving 50 or more miles was quickly raised to 75 and then 100 miles. We interviewed some with a five-days a week trip of 145 miles to work; these people were travelling by car from the home environment that they preferred, to where they could work to the greatest personal advantage.

A more sophisticated people will be more selective and critical and the volume will increase. The short work hours and period of maximum productivity with constantly changing jobs and education will leave the home that he owns, as the only stabilizing influence in the life of the advanced man.

It may be a problem but the flexibility of our human resources will become just as important as the flexibility of our currency.

THE CITY PLAN

Some cities, by deliberate plan or default, appear to think they have the answer to the travel problem. They obviously envision an era in which the breeding, training, raising, health and education of the human resources is in some distant area. By a process of elimination they are moved to the city core for employments, and when not working they are expeditiously parked away in a convenient cellular apartment to fill any human requirements with as little bother to the city as possible, and can be readily returned to work on the next shift.

For the recreation, health, physical repairs, retraining, et cetera, essential to keeping this human a worthy resource, the city obviously prefers that it be returned to the outside area and so not use valuable city space. As functioning now, when no longer an asset to the city they are expected to remove themselves in a graceful manner and not complain. We must face the facts, even burial grounds are coveted by city elders.

CITY ENVIRONMENT

It must be realized that the Toronto area could conceivably suffer from the lethal smog which combined with industrial gas and a temperature inversion, have produced in other large urban areas. A drastic reduction in the accumulation of noxious exhaust gas entering the core area must be rapidly attained for the protection of our human elements.

The human of worth must be allowed to live outside the city. With continuity of the present conditions, we can expect that by 1986 some reliable authority must have the confidence of the people. They will take air samples continuously and issue warnings according to ratios of Ozone to million parts of air.

The ALERT stage at 0.40 p.m., when no further entry to the city is permitted; the PRIMARY SHUT DOWN stage at 0.80 p.m., when all heat or fume generating sources are shut down and the only movements permitted are towards the perimeter; the EVACUATION stage at 1.0 p.m., when all activities cease except evacuation; the SURVIVAL stage at 1.20 when all those in filtered air stay where they are and all others go to those places that have filtered air.

In case there are some unconvinced that living environment is the key to an area's growth we can look further.

By 1986 we can expect that the gross cost of producing one human resource element will be \$60,000.

Heart Diseases and Cancer are our leading menaces and at one stage the public was highly alarmed by the situation. Air pollution is now the most serious threat to our environment. The public could panic over the facts in the near future.

At Dallas in October, 1965, there were private meetings of people involved in the economics of health matters. The dread diseases Emphysema and Bronchiectasis were seriously discussed. One alarming feature of these is that they are not detected on six-foot plates until in their more advanced stages. By 1975 the number of detected cases in urban areas is expected to exceed those of heart diseases and cancer.

Good mass public transport is essential to a sound environment.

THE MOTORIST KNOWS

Both traffic experts and motorists know that we have reached the blind end of individual transportation. He knows that mass transport will contribute to the wellbeing of the motor industry, the regional economics and the motorist himself.

Planners have forced the automobile into being the means of utilitarian transport for which it was never designed, and so it is developing a public image that will not improve until it is serving us in the manner for which it was meant.

A WORLD SURVEY

In 1962 there was a World Wide poll of traffic problems in 76 cities of 20 countries. These were carefully summarized at the 1963 International Traffic Convention in Vienna.

- a) It is impossible for the automobile to solve any of our modern problems of transport. Only mass transport will be effective.
- b) Mass transport must have complete separation from the private or other traffic and be on distinct routes
- c) Good mass transport will require governmental assistance.

The key resolve was "our sophisticated cities must plan for more passengers rather than more vehicles".

SUMMARY

In the next few years many countries and regions will be in a serious and tough competition for development.

The key points of comparison will be political morality and management, resources, both natural development and human, economic climate and future probabilities.

Between regions with no natural resources the comparisons will be more critical of the remaining features and the human resources.

The better or more advanced human resources are in turn going to be more selective about their living and working environment.

The only way that the most valuable human elements can be attracted and sustained is by the free selection of living environment and that requires good, economic, mass transport.

In many areas mass transport will be the key that will make the difference between the earlier mentioned regional population of 13 to 22 million.

ROUTES

The 1963 Vienna Convention indicated clearly that the routes should be separated. Rapid transit has been tried underneath, over, adjoining, alongside and in the middle of auto expressways. Even Chicago and Los Angeles have tried in the middle with their latest efforts. They are successful in that they are the only alternative, but too costly to operate.

The motorist has an ego all his own and wants the best of both worlds without paying for it. He wants to drive to work in splendour and solitary glory on Mondays, Fridays, paydays, and in his idea of good weather. But when in their multitudes they decide to rapid transit to work they expect the accommodation to be there, ready, willing and able. This can cause a load variance of 50% which is unbearable to the regular user. Offering this as an alternative transport is an added luxury for the car driver and the regular user is blamed for the excessive costs.

It is, however, economically sound to offer the person a choice of living near public transport or private. As an example it is three concessions from Yonge Street to Woodbine and about another three to Highway No. 48. If the rapid transit were halfway between Yonge and Woodbine the person can

select to live according to the transport they will use. This same principle applies to all the other areas and desirable directions of travel

It would be difficult to find a more knowledgeable and practical group in traffic matters than the Ontario Department of Highways. They early realized that the high passenger miles would be east and west and that the area of development would be north of the core area. And so they planned No. 401. Earlier the Ontario Hydro planned their heavy traffic further north than No. 401 and also east and west. Later the railways moved their heavy traffic route into the same area and now they are all parallel.

Our heaviest passenger traffic miles will be east and west in an area north of the City. Here we find a perfect traffic route 1-1/4 miles south of the railway and could parallel the Hydro right-of-way. A straight line is preferred for high speed rapid transit, and here we find a line for 24 miles, then a slight curve and a straight line for another 51 miles, passing three miles from Whitby and four from Oshawa. This gives a line 28 miles across the city and then to three miles from Peterborough. A low cost route.

With that 28 miles of heavy traffic route as the core, a complete system can be economically produced running from Peterborough to Talbotville and from Chippawa to Georgian Bay and Lake Simcoe.

CONCLUSION

Around such a system, with our native assets, economic stability and political climate, there could be developed an environment that would attract the best but most critical elements of the advancing New World. The Golden Horseshoe would quickly attain its full potential.

This may correctly create the impression that a comprehensive rapid transit system is no longer suitable topic for conversation. It is urgently required for the sophisticated development of the region in a sound manner.

It is not a matter of "How much will it cost?". But of "How long can we afford to be without it?".

No area has ever died from too smooth a movement of people and goods but many have deteriorated from lack of it.

For your information and consideration in deliberations, sirs.

Most respectfully.

THE CHAIRMAN: Thank you, Doctor. You emphasize mass transport. I was trying to project my thoughts part way ahead as you have. Do you see or can you anticipate any mode of mass transport that doesn't require the use of wheels -- wheeled vehicles in this context?

DR. MAGEE: Yes, in this context there is one. I guess I shouldn't name companies, but there is one, and it becomes an excuse for procrastination; let's face it. But there is one towards the drawing board stage. A subway being used today for mass public transport could still be used. I think I am expressing that. The tunnel can still be used.

THE CHAIRMAN: Without a wheeled vehicle?

DR. MAGEE: Without a wheeled vehicle.

MR. COWLEY: A vacuum operation -- air operation.

DR. MAGEE: It is a semi-air operation. The wheels are used, but only when coming to a standstill. It comes to a standstill with its wheels on the ground rather than in the air.

THE CHAIRMAN: Is it the principle of on water, that is the hydrofoil?

DR. MAGEE: It makes use of what is there instead of trying to put down --

THE CHAIRMAN: Might I ask you very briefly: you are self-employed as a consulting economist?

DR. MAGEE: Yes.

THE CHAIRMAN: Working in this Metropolitan and Southern Ontario area?

DR. MAGEE: No, no; all over the world.

THE CHAIRMAN: All over the world. I wondered about that, because of the reference you made to Calcutta, and I didn't know whether you were concentrating here.

DR. MAGEE: No. There are five in the United States and two in Canada who function as I do, and I am recorded as the theoretical expert in this area.

THE CHAIRMAN: You are a graduate of what university?

DR. MAGEE: Louvek.

THE CHAIRMAN: Mr. Cowley?

MR. COWLEY: No, sir.

THE CHAIRMAN: That paragraph about the Department of Highways, I think will forestall any questions on left or right.

DR. MAGEE: I must admit, sir, I was fortunate to be in the golf game when the Highway 401 was in its infancy, with a man by the name of Smith and a man by the name of Nelson, and I would hate for anybody to say how long that is. You see me around. We, in our field of operation, value our amity, and I am now retired, so I'm in a little different position.

THE CHAIRMAN: Mr. Vance?

MR. VANCE: No questions.

THE CHAIRMAN: Thank you very much, Doctor. I think you have given all of us a lot to think about.

DR. MAGEE: Thank you very much, Mr. Chairman.

THE CHAIRMAN: I hope you will be around to see how close we have been to the button.

DR. MAGEE: I must thank you. There have been five in the area of over \$1,000,000 that I have worked on and there was not one where there was anyone around that invited me to the opening.

THE CHAIRMAN: Well, I can see that we get you on our mailing list.

DR. MAGEE: I appreciate very much, sir, the courtesy that was extended me by the Members of your staff in reproducing the copy.

THE CHAIRMAN: Thank you. Thank you for the time and effort you have put into it.

--- Adjournment.

Proceedings of the hearing held at
the Parliament Buildings, Toronto,
Ontario on Thursday, the 9th day
of December, 1965.

P R E S E N T :

THE HONOURABLE J.W. SPOONER,
Minister of Municipal Affairs -- Chairman

R. D. COWLEY	--	Chairman of the Technical Advisory Committee
W. E. DUNCAN	--	Member of the Technical Advisory Committee
P. E. WADE	--	Study Director
J. A. VANCE	--	Study Transportation Systems Engineer
BRYN LLOYD	--	Study Administrative Officer

--- Upon commencing at two o'clock p.m.

THE CHAIRMAN: As the member of the Executive Committee of the Metropolitan Toronto and Region Transportation Study who will be acting as Chairman of this meeting, I would first like to introduce the other members of the Study who are sitting with me this afternoon:

On my immediate right is Mr. R.D. Cowley, Chairman of the Technical Advisory Committee of the Study.

On my immediate left is Mr. W.E. Duncan, a member of the Technical Advisory Committee.

On my extreme right is Mr. P.E. Wade, Study Director.

And on my extreme left, Mr. J.A. Vance, Study Consultation Systems Engineer. To the parties presenting briefs here today, I would like to express the appreciation of the Study for coming here. We recognize that these briefs required both time and expense to prepare, and they reflect the interest that you have in problems relating to transportation.

Whatever the views expressed, we shall be deeply grateful for having this opportunity to hear and discuss them with you. The Metropolitan Toronto and Region Transportation Study is something of a unique organization in this field in Canada -- in this field of transportation. This is the first time that transportation problems have been subjected to such a close examination on a broad basis.

The region covered by this study, as you can see from the map over here to my left, covers a 3,500 square mile area bounded by Hamilton and Guelph on the West, Barrie on the North and Oshawa on the East.

The Study was created by the Ontario Government almost three years ago to recommend general policies concerning transportation and to design a co-ordinated transportation plan for the region. A great deal of work has been carried out in the intervening period in such fields as inventory and classification of transportation facilities; the gathering of data on the movement of persons and goods; the study of land uses, population and economic factors affecting transportation; and special feasibility studies for such projects as the possible use of rail commuter facilities.

These are samples of the work now being carried out. We have at this time reached the stage in the Study project where we would like to hear some expressions of opinion on transportation from people who live and work in various sections of

this broad region. These views will be closely examined in relationship to the aims of the Study that I have previously outlined. It is not the intention of the Study to make a report on these hearings or make any recommendations arising from them alone. They are a single part of the overall effort that is being put into this Study and pertinent factors arising out of the hearings will be considered in preparation of the final report which will be presented to the Government in the early part of 1967.

We shall be conducting this hearing on an informal basis. Maps have been provided and if there are any points in your presentation where they can be used for clarification, please feel free to do so.

In presenting your briefs we would ask that they be read into the record. We shall reserve any questions until the conclusion of the reading and when the question period has ended we ask that you deposit your brief with the Secretary.

The briefs for this hearing will be received in the following order:

First, the Board of Trade; secondly, the City of Toronto; thirdly, the Township of Toronto; fourthly, the Village of Long Branch; and fifth, the Township of Chinguacousy.

I am advised that a communication has been received from the Ontario Motor League requesting that it be allowed to submit a brief to this series of hearings. As this is the final sitting and further series is not contemplated, the administration has suggested to the Ontario Motor League that it send its brief to this Study and any questions the staff would want to ask for clarification would be done through correspondence. The brief and the supporting material will then be incorporated into the transcript of the whole series.

I note in the audience that we have with us this afternoon a man who is greatly interested in this field of activity; also in relation to transportation in this broad area, and although not a member of the Transportation Study or the Cabinet Sub-committee, is concerned because part of the study involves the area which he represents so ably in the Provincial Legislation, and I refer to the Honourable Mr. Davis, the Minister of Education, who has just come into the hearing at this time.

I now call upon the representative of the Board of Trade to present the first brief.

SUBMISSION OF

BOARD OF TRADE

Appearances: G.H. Stanford,
Secretary
A.Y. Deakin,
Chairman of the Advisory, Engineering
and Planning Committee

MR. STANFORD: Mr. Chairman, may I introduce on behalf of the Board of Trade, Mr. Alan Deakin who will speak on behalf of the Board of Trade. Mr. Deakin is the Chairman of the Advisory, Engineering and Planning Committee of the Board of Trade.

THE CHAIRMAN: If you would prefer to sit down, Mr. Deakin, it is quite in order. You might feel more comfortable.

MR. DEAKIN: Mr. Chairman and Members of the Committee, I propose to read the brief submitted on the date of October the 21st, 1965, to the Chairman, and Members of the Metropolitan Toronto and Region Transportation Study.

Gentlemen:

The Board of Trade of Metropolitan Toronto has had a long and continuing interest in the development of a regional transportation system and, more particularly, its integration with other basic elements of a regional plan. In a submission to the Board of Transport Commissioners for Canada in 1954, when the latter was dealing with the question of commuter services for the greater Toronto area, the Board stated that "there should be a new approach to the rail commuter problem on an area basis". In 1959 in a submission to the Metropolitan Toronto Planning Board with respect to the report on the Official Plan for the Metropolitan Toronto Planning Area the Board stated: "The Plan should not be prepared without considering the Oshawa-Hamilton region and stimulating thought with respect to this larger area . . .". In September of this year in commenting on the proposed Official Plan of the Metropolitan Toronto Planning Area the Board stated: "It is, in our opinion, essential to study the whole of the area over which urban settlement is expected to take place, if for no other reason than to effect economies in the provision of basic area services of water, sewers and transportation, including both rail and highway . . . The Plan's basic concept has remained the same since the first report of 1959. We concur in the concept within Metropolitan Toronto but in the absence of a similar Plan over the wider area of urban settlement the concept within the fringe municipalities and beyond the planning area has very little validity.... Study by a higher level of Government is now urgent".

It is gratifying to know that the Study is firmly established and making considerable progress. We record our complete support and are pleased that an opportunity has been provided to comment at this stage of its progress. We wish to make two basic points, which we believe to be of paramount importance.

1. A study of transportation is inextricably interwoven with a study of the distribution of land use over the area concerned.

Although the Study is particularly concerned with one segment of the basic structure on which future urban development will rest, we submit that it will so profoundly influence the pattern of future development throughout the region that it must include a study of the other basic factors which combine to permit a satisfactory human environment for millions of people.

In our opinion an adequate transportation system cannot be devised without, as stated in the "Statement of Study Authority", determining "the most desirable development pattern for the region as a basis for determining the plan and policy for future transportation". There must be informed projections and assumptions, as well as a concept of the future development pattern.

We believe that the shape and form of urban areas is influenced first by geography and the physical features of the terrain, and then by the things which man builds, particularly transportation facilities, water supply and sewage disposal systems.

We commend the Study for what appears to be a comprehensive approach to its task but suggest that unless transportation proposals are based on a concept of regional development and fully integrated with the basic resource facilities which guide the development of sound urban communities, its validity will be questionable from the outset.

There is an opportunity now not only to determine a plan and policy for future transportation but, and of greater importance, to indicate a development concept, or alternate concepts, and to integrate plans and policies related to the basic regional facilities necessary to permit a satisfactory human environment to evolve. This opportunity must not be lost.

2. Much of the Study's value will be lost unless the body of knowledge established by it can be received by some continuing agency, constantly expanded, integrated with and brought to bear on development policies which emerge as this dynamic area continues to change land use from rural to urban.

The important words are continuing agency to integrate the findings of the Transportation Study with the findings of other studies now or subsequently carried out by other Departments, Commissions, Boards, etc. Without such integration the way is open to the findings and actions of one group conflicting with or defeating the best efforts of another. It is not only a question of continual integration in an administrative sense, but of constant surveillance of changing conditions, new ideas, methods and techniques to permit and guide integrated development toward a rational development concept.

We are, therefore, gratified to note in the "Statement of Study Authority" that the Study "has the task of determining the administrative requirements of a future transportation system for the region, and of recommending to the Provincial Government the appropriate organization structure and administrative relationships for the development of the regional transportation system.

We do not in any way suggest the Study concern itself unduly with the problems of the structure of metropolitan and local government, but do suggest that it must have regard for the type of on-going governmental institutions necessary to implement the findings of the Study. It can contribute materially to focussing attention on the need for a regional planning authority with sufficient powers to perform the on-going function of "surveillance", "study", and "integration".

Some agency must perform these functions over a region less than the whole of the province but large enough to comprehend the whole of the area on which urban development, centred on Toronto, is taking and is expected to take place.

Respectfully submitted,
ALAN Y. EATON,
President
J.W. WAKELINE,
General Manager.

THE CHAIRMAN: Are there any questions from any members of the Board?

MR. COWLEY: Yes, if I may --- One. We have frequently had mentioned at the hearings and at other times the desirability of regional planning authority. You have again reiterated the desirability of this on page 3 of your presentation. Do you have any concept or thoughts on the organization or development of such a body? It is one thing to say it; it is another thing to arrange it.

MR. DEAKIN: I think I could put it this way: I would agree with you it is easy to say, but the difficulty is to define (A) what region you are talking about and while my Committee

have given this some thought, we have not at any time seriously considered attempting to define the region because of the complexity that is involved in not only transportation, but highway systems and everything else, and it seems to me that our general consensus of opinion as far as our Committee is concerned is that there is an obligation, in our opinion at least, of the Provincial Government to study the terms of reference with which the future growth of urban development centred on Metro may be permitted to grow, and then to establish what form of authority is necessary to do the planning; whether it stems directly from the authority of Mr. Spooner's department itself or whether it becomes then part of a regional government concept with an overriding authority of the Minister. This seems to me to be a unique area. I think it may be easier, for instance, to deal with the terms of reference in connection with planning with the London area or some centrally-isolated large city, but when it comes to Metropolitan Toronto it involves the question of Hamilton on the west and it involves, maybe, Niagara Falls too in the larger concept. This is why we say something "less than the whole of the Province", because it overlaps with the other urban centres.

MR. COWLEY: I suppose we don't make the problem any easier for you to answer. We say, "Let's stay with Metropolitan Toronto and its region", and "Let's stay with the terminology of Transportation and Transportation Planning". Would you accept that perhaps, Metropolitan Toronto and its region actually ends somewhere between here and Hamilton?

MR. DEAKIN: I find it hard, and I speak from some experience in this field to draw any sharp line of distinction that you could say --- from here west is Hamilton and from here west is Toronto, because there is a vast grey line overlapping, and I think that that area defined by the map before you is an indication that within that general area all things or some percentage of the local municipal problems are related to Metropolitan Toronto and it is particularly true, and I think all I can say is this --- that certainly the pattern of urban development prior to the establishment of Metropolitan Toronto with that long finger or tongue or something running up Yonge Street was established largely due to a radius system which was first introduced many years ago. I can remember it as a youngster. May I speak, not from a standpoint of the Board of Trade, but again from my own experience in this regard, in terms of Vaughan Township and Markham Township which I know quite well: The problems that now face those municipalities span largely from the development that took place right from the regional radial line.

Having that particular aspect in mind, it seems to us almost imperative that any conclusion reached by your Committee and any reactions by the Government have cognizance. There are, however, already established the Ontario Water Resources, which may have a serious affect. The Board of Trade have considerable concern for this area of jurisdiction and lack of co-ordination in the general plan.

MR. COWLEY: I appreciate your comments, sir, because we are equally concerned about this cooperation.

MR. DUNCAN: Would you agree, Mr. Deakin, that a considerable area for transportation study might not be the same area for a water supply study?

MR. DEAKIN: Oh, yes, entirely

MR. DUNCAN: You can't just take one area and say this is it.

MR. DEAKIN: I agree 100% with that. Transportation goes far beyond the economic limits of extension of water from any source such as Lake Ontario, but here again ---

MR. DUNCAN: In other words, you would have more than one area?

MR. DEAKIN: That is correct.

MR. DUNCAN: Your regional control, it would be independent as far as the Study is concerned.

MR. DEAKIN: And it could be on the matter of water supply and sewage disposal, but there may be determined an outer limit to the recommendation of water means.

MR. DUNCAN: Which is not necessarily the same.

MR. DEAKIN: Which is not necessarily the same as transportation.

THE CHAIRMAN: Mr. Vance.

MR. VANCE: Supposing your area was defined. Do you think that an agency should plan for the ultimate development of the region or for 1980 or the year 2000? How far do you extend this?

MR. DEAKIN: Well, let me put it within the terms of reference in which we have made brief submissions already.

I think we have said consistently that that is fine as it was originally established for the approach to a plan for future growth of Metro, but it already is now out of date. As far as the planning area for Metro growth, we have consistently said this and I think this is the next problem as to how you devise then the area within which, and propose as Mr. Duncan has suggested, the ultimate limit for water and sewage disposal for urban development as maybe one of the factors that determines that. I think you then have to consider -- may I say, the province has to consider -- then what will happen outside that area, because there is this awful

magnet of Metropolitan Toronto which will encourage over the boundaries of dispersal of urban growth. It already exists in the Orillia area. It is affecting the economy of the Orillia Township. It is obvious in Georgetown. It is obvious in Acton and Milton. Hence it is easy to escape from Metro and create problems beyond it. That is our basic concern: It isn't quite good enough to let things happen.

MR. VANCE: Aside from the area you have said you are considering how far do you think we can plan into the future? That is, should we plan for the year 2500 for the ultimate development of the entire region? Should we do it in stages?

MR. DEAKIN: Mr. Vance, I can think as a professional in this field. I think it is very dangerous to make predictions hence ten years. You have to make them five years and review every five years, at least, but you start the process by having established some method or authority by which you can then review.

THE CHAIRMAN: The growth?

MR. DEAKIN: The substance should be a process and be related to authority or a number of authorities who in future will have the jurisdiction.

THE CHAIRMAN: Gentlemen, may I on behalf of my colleagues express to you and to the Board of Trade our appreciation. I am sure your comments will be given every consideration.

MR. DEAKIN: Thank you, Mr. Chairman.

THE CHAIRMAN: We will now hear from the City of Toronto.

SUBMISSION OF

CITY OF TORONTO

Appearances: R.M. Bremner,
Commissioner of
Public Works, City
of Toronto Department
of Public Works
M.B.M. Lawson,
Commissioner of
Planning, City of
Toronto Planning Board.

MR. BREMNER: Mr. Chairman, my name is Mr. Bremner, Commissioner of Public Works, City of Toronto, Department of Public

Works, and I would like to introduce Mr. Lawson, Commissioner of Planning, City of Toronto Planning Board, who will present the brief.

THE CHAIRMAN: Thank you. Before you begin, Mr. Lawson, may I ask a question: Has this brief come from the City of Toronto Council or from you as the Commissioner of Planning and Mr. Bremner the Commissioner of Public Works?

MR. LAWSON: Mr. Bremner and I were instructed to prepare a brief and submit it to you. It has subsequently been submitted to the Committee on Public Works and it was received and adopted. It has also been adopted by the City of Toronto Planning Board who instructed it to be circulated to a number of individuals and organizations throughout the city.

THE CHAIRMAN: Thank you, sir. It has not yet reached the City of Toronto.

MR. LAWSON: I think that the position there, Mr. Chairman, is that the City Council acting on the request to the City delegated this to the Committee on Public Works and the Committee on Public Works has taken appropriate action. I don't expect this would go back through City Council going to the Committee on Public Works in the way it has. I think you can say this has the endorsement of the City. The Committee on Public Works have, in fact, commended the brief.

THE CHAIRMAN: Very well.

MR. LAWSON: The brief, Mr. Chairman, has a number of headings which I will read as I go along.

SITUATION

The City of Toronto is at the heart of a region which is expanding very rapidly and whose expansion can be expected to continue as far as can be foreseen in the future. Within the area covered by the Metropolitan Toronto and Region Transportation Study there are at present approximately 3 million people. It can be foreseen that this will reach about 6½ million by the turn of the century, and growth can be expected to continue beyond that time. It seems imperative to be thinking now in terms of this long-term growth and to be establishing a clear framework so that it can proceed in an orderly, efficient and attractive manner, producing an area which will be satisfactory to its residents and to those doing business within it.

There are a number of possible changes in transportation and in methods of building that might affect where development takes place throughout the region over the years ahead. However, it seems inevitable that there will be development in many places to accommodate the anticipated growth. There

will be a strong inter-relationship between one part of the region and another, and it would seem essential that there be a thorough integration of transportation with the development that takes place to ensure that the entire region can work as a whole and that it is convenient for people to reach the more important centres from all locations.

The major centre of the region is, and will remain, the heart of Toronto. This should be accessible to people throughout the entire region so that it can serve them and so that it can function efficiently. The various special services that it provides in business, entertainment, government, hospitals, education, etc., should be readily available to residents of the entire region.

Along with the growth of the region it can be anticipated that there will be more movement by its residents, on account of increased prosperity, the greater distances that have to be travelled and the need for people to do so. The great scale of growth that can be foreseen and the amount of movement that will be required call for the establishment of a system of transportation and a supporting pattern of development that will be satisfactory in the future as well as today.

OBJECTIVES

If the region is to function satisfactorily as an integrated whole it is imperative that there be ready access to all major centres, and particularly to the centre of Toronto. It is also important that the centres themselves be compact, efficient areas that are as pleasing and attractive as they can be made for people when they arrive within them.

Ease of access to individual properties is imperative for business services as well as for individuals. With the anticipated increase in the major centres and the great volume of movement to and from them, it would appear essential to minimize reliance on the private automobile and to provide maximum opportunity for people to travel by mass transportation. So far as possible people should be presented with the opportunity to use fast, attractive, mass transportation for trips to the most important centres. In this way congestion in the City centres can be reduced and the need for provision of expressways and highways can be minimized, although these would still be essential for people having to use their automobiles. Commercial and industrial traffic will also have to be largely handled by road transport.

ALTERNATIVES

A. Widespread Development

If new development is spread out, either in suburban expansion or in scattered locations, this is likely to put increasing reliance on automobiles as the only practicable form of

transportation. Trips will be spread out to the point where effective public transportation will be hard to provide. This problem will be compounded if commercial development is scattered in many small groupings at the same time as residential development is diffused.

Where residential development is concentrated around expressways, reliance is likely also to be placed heavily on automobiles. If this pattern of development is pursued it would seem inevitable that the transportation system would be very heavily based on cars in the future.

B. Focussed Development

If it is decided to establish an effective system of mass transit to serve the region and if it is also decided that development should be focussed on this system in such a way that it will be convenient for people to reach the mass transit, then it can be expected that the maximum use will be made of transit for as many trips as possible, and correspondingly the demand for road transportation will be minimized. As the region grows and the volume of traffic increases, the transit service could be increased to handle the greater demand.

Individuals living in an area which had convenient access to mass transit would have the choice of transit or private automobile. Presumably they could be encouraged to use mass transit for most trips to concentrated destinations, while the private automobile might be more suitable for dispersed trips which could not be as well served by transit.

C. Integrated Transportation

If all forms of transportation, road and rail, are integrated in a system which is designed to make it convenient to transfer from one to the other at appropriate points, it should be possible to use the most suitable form of transportation for each part of the region.

As motorists on the major highways approach the centre of Toronto, and other cities, they could be given the opportunity of parking and transferring to mass transit to complete their journey. Otherwise space will have to be provided for the automobiles in the centre of the cities. Similarly, passengers on one form of mass transit might be provided with a convenient transfer to other forms where this would serve their need.

An integrated system of this sort should help to minimize traffic problems in various critical locations, particularly the major urban centres, and achieve the best use of each part of the system. It can only be expected to work effectively if designed so that articulation between each part of the system is efficient and pleasant to use.

SUGGESTIONS

For the Toronto Region it is suggested that an integrated pattern of development and transit be established, with the maximum use of mass transit for the major movements of traffic to the city centres, particularly Downtown Toronto. An expanded subway system provides an excellent means of focusing traffic in the Toronto area on the centre of the city. For the region beyond, however, it would seem that a commuter train system would be the most convenient means to build up a mass transit service which could similarly focus on the centre of Toronto while also serving other city centres.

These two systems would be superimposed on one another in Toronto, focussing on the Downtown area, and would be supported by a surface transit system which would bring traffic from the tributary areas to stations on the subway or commuter train line. For commercial and industrial traffic, and the many widespread automobile trips which do not focus on centres or could not be readily handled by transit, an adequate expressway and highway system will be necessary. This should complement the transit system rather than competing with it.

For this system to work and to ensure that as many people as possible have the benefit of the opportunity of using mass transit for the majority of their trips, it is imperative that development be focussed on transit stations. This would apply both to the subway system within the city and the commuter train system in the region beyond. Within the City, commercial centres, apartment concentrations and major shopping should, as far as possible, be around subway stations. In the region beyond major new areas of development, even major new cities, could be built up and designed so as to focus on a centre which would be served by commuter trains.

Such a pattern of development would clearly provide maximum opportunity to use mass transit for many trips, and consequently a minimum reliance on the automobile, although the choice of either form of transportation would still be there.

In addition, the creation of new city centres, linked to the major centres that already exist, would have a major advantage in relieving pressure on the present central city areas. Residents would have a choice between living in one of the present, possibly congested, city centres and going to a new one which was readily accessible by rapid transit. It no longer would be imperative that all those who feel the need to live close to the centre of a city concentrate in one major centre. Equally, a new resident coming to the region would have a choice between a house in the suburbs of a major city, such as Toronto, and one in another city which was easy to reach by rail. With the possibility of high speed train service, cities at some distance from the centre of Toronto might become

practical, even attractive, places to live for people working in the centre of Toronto.

The creation of a series of centres on a well-defined transportation network could also be an advantage to the business community in that it would then be clear where the major shopping and business centres were to be. There would no longer be the uncertainty about the possibility of future development, siphoning off a large part of the market on which shops relied. The centres which would be created around mass transit could be large and attractive, offering a greater choice and interest to the residents, as well as greater stability for the businessman. They could develop entertainment, public and other facilities, as well as shopping and residents could then have a choice of the services offered by their own city centre and the services offered by other centres, particularly the Toronto centre, if all were readily reached by a rapid and convenient transit service.

SUMMARY

This region can be expected to grow very rapidly for as far as can be foreseen. The scale of growth is such that completely new ways of organizing the region must be considered if it is to function effectively in the future.

Plans should now be laid for a system of transportation and development that can accommodate the anticipated growth and the movement which will result from it. It is imperative that the transportation system and the pattern of development be planned together since the one is integral to the other and neither can be effective unless supported by an efficient and appropriate form of the other. To obtain the best use of all forms of transportation they should be integrated into one articulated system to serve the needs of the entire region. The region has a strong focus in the heart of Toronto and plans should provide for the maintenance of this as a strong centre. Other centres should also be built up. So far as possible all residents of the region should be served by an attractive mass transit service, particularly for trips to the major centres.

It is suggested that the regional structure be built up using mass transit as the backbone which would give people ready access to all major urban centres supported by secondary transit which could serve the tributary areas. Expressways and highways should provide for free movement throughout the region by commercial and industrial traffic and for those automobile trips where people could not readily be served by transit. In Toronto, development should be focussed on the subway system; in the region, development should be focussed on commuter train stations.

To accommodate regional growth existing cities might be extended and new cities established, focussed on the commuter train stations. The choice and diversity that could be obtained in these different cities should help to make the region attractive. Every resident would have ready access to his own city centre and also to others, particularly the major downtown Toronto and regional centres. Such a pattern of regional development would give the individual the maximum choice between public transit and the use of the private car, the maximum choice of a place to live, and the greatest opportunity to enjoy the attractions offered by the various centres in the region.

THE CHAIRMAN: Any questions? Mr. Vance.

MR. VANCE: Yes, just one, if I may. If you were trying to sell -- to create -- a satellite city as you might say and found it should be focussed around a commuter subway station, would you put the railway service in and run it before the development was there? Would you wait until the city was there before you put in the service?

MR. LAWSON: I think it probably requires a more positive direction so that you could get the two together. Obviously it may be rather costly to put a commuter service in first and wait for the development to take place. Equally the commuter train service does not make sense unless you know that the development is going to focus on it. Also, if you put the development in first and then find you have to put in a commuter, that doesn't help the situation; that doesn't work either. So, I think there has to be some working with these channels together.

I think the example where this works is in the City of Stockholm where, in fact, they are building one where the rail line is going in and the development is taking place and they open simultaneously.

A good deal of your physical plan is already there in the first instance. In their case they have to install the physical plan as well as decide when to open the service.

MR. VANCE: You would agree you have to be pretty sure of your plan in order to create this city?

MR. LAWSON: I think you do have to be pretty sure of the ability to correlate your transportation and development for this work really effectively. I think it is true that decisions on this are bound to be made over the years ahead because there have to be decisions made about where this development has to go, in any event.

MR. WADE: Would you be prepared to comment on the Metropolitan Toronto Transportation Plan? Your brief is a very general one; you haven't mentioned specific routes or anything. Would you like to comment on the compatability of the Metropolitan Toronto Transportation Plan with the proposals you have been outlining?

MR. LAWSON: I think as far as that goes we are really addressing ourselves to a slightly different problem here from a problem which is faced up to in the Metropolitan Toronto Transportation Plan. The Metropolitan Plan concerns itself with the immediate problems with the years which, shall I say, are upon us, and is predicted on a pattern of development which I assume is already established. We are really more concerned here with the continual problem which we can see going on at a much longer time, a much larger scale of development through the region, and the need to establish a foundation at this time which you can build as this development takes place. We are thinking of this rather broader picture because we are rather concerned that unless it is faced up to now you may get some forms of development which may make it relatively difficult to accommodate what is going to go on in the future. I think it is pretty well known that when you establish your basic framework this will last for a very, very long period of time. We are really addressing more the pattern here of establishing a foundation or framework which you can continue to adopt in the years going by. It is a much longer concern than that which is concerned with the Metropolitan Toronto stage.

THE CHAIRMAN: Mr. Cowley.

MR. COWLEY: Looking into the future, Mr. Lawson, can we anticipate that the land use -- that is density of land use -- the way people live, will change? This is in your specific field, not mine, so I ask that question. Will the desirability of the single-family home continue as we know it today, or do you think it might change, or are there factors which we might introduce that might change? Is this part and parcel of transportation?

MR. LAWSON: I think this is part and parcel of transportation generally. I think there will be changes, but my belief is that for the family, the normal family -- the single residence -- whether it is completely detached or a row house, whatever it will be, will still be the desirable form of residence. I think the evidence of history is entirely on that side. This is the kind that people can afford; this is the sort of accommodation which they can have.

On the other hand, you may get a greater concentration on the smaller part -- one of two things: Concentration of adults with very few children in them, or second houses. If the level of prosperity is high enough, you may get many people who

have a place outside and also a place in the city, but the place in the city is really where the businessman stops, shall we say, and the family only goes there at certain times because the apartment generally is not too suitable for a family with children. I am afraid there is not much evidence of people changing that much. I think the evidence is that people expect to have greater personal freedom as time goes by and one of the things that is forgotten very fast is, I think, that as you increase the density of population you reduce the personal freedom. One of the real strengths of the single house is the flexibility and freedom to the individual family to do what it wishes. This is one of the reasons that I feel rather strongly that as long as we have a good level of prosperity and prosperity increases, the demand will be for the family to have the flexibility and the freedom of the individual house although there may well be forms of individual houses which would be slightly increased in concentration in certain places.

MR. COWLEY: I have often wondered why this problem of the flexibility of multi-family living should not be challenging to our developers' architects.

MR. LAWSON: It has been a challenge for years and years and years. It has been with us, stemmed as far back as we can think in this field, but the fact is that it is very difficult for perfectly obvious reasons that you are inhibiting people if you stick them in this way. This gives you trouble. It is very hard to overcome that problem even if you spend a lot of money.

THE CHAIRMAN: Any other questions? Mr. Lawson, on behalf of my colleagues I wish to express to you and Mr. Bremner our appreciation for this presentation. No doubt you must have spent a lot of time preparing your presentation and we appreciate the time that you have taken to be with us today.

Ladies and gentlemen, the next presentation will be that of the Township of Toronto, and I notice that the Reeve is here with us this afternoon -- Reeve Speck.

SUBMISSION OF

THE TOWNSHIP OF TORONTO

Appearances: Reeve Robert Speck
Mr. Montigue, Deputy Planning Director

REEVE SPECK: Mr. Chairman, before Mr. Montigue presents his brief about the Regional Transportation Study which has been presented to the Board, may I say that we have dealt more specifically with the proposed commuter service to the west. People already living there commute to Toronto and back by bus and

CNR lines; and the proposal to extend it and speed it up is welcomed in our municipality. We have two other rural lines; one leading to Malton Airport, which may be utilized, and the one that runs to Streetsville and Georgetown. They run through our municipality.

I would like to present Mr. Montigue to present our brief. Mr. Montigue.

THE CHAIRMAN: Thank you.

MR. MONTIGUE: Mr. Minister, I have here the report that was adopted by the Planning Board which I will read.

THE CHAIRMAN: Proceed, sir.

MR. MONTIGUE: The comments are as follows, sir:

At its meeting of June 14th, 1965, Council requested the Planning Board to consider the Metropolitan Toronto and Region Transportation Study and report to Council with the intention of making a submission to the Study before September 30th, 1965.

The Study was created to investigate all forms of transportation in a 3200 square mile region bounded by Oshawa to the east, Barrie to the north and Hamilton to the west, and containing over 70 municipalities.

One of the first steps of the Study, which is of direct concern to the Township, was to investigate the feasibility of using existing railway lines and rights-of-way in the area for the establishment of commuter and rapid transit services. This Study has revealed that after 1965, when the new railway assembly yards near Maple (Canadian National Railway) and Agincourt (Canadian Pacific Railway), are in operation, facilities will be available, or could be constructed on the existing railway rights-of-way which would enable commuter services to be operated over almost all of the lines in the areas, including all of the lines running through the Township. The lines along the Lakeshore and to Malton comprise part of the 80 route mile which could handle frequent commuter service without extensive construction of new facilities. The Lakeshore Line, between Burlington and Dunbarton is to be used as an experimental pilot project to introduce commuter services.

In regard to the major part of the Study which is underway, the Study invited the Municipalities to submit briefs on any or all of the following subjects as they affect a regional plan:

- (a) The type and location of transportation needed in the future.

- (b) The degree to which transportation availability and flexibility affects economic development and land use.
- (c) The policies of the different levels of government needed to resolve transportation problems.

It should be noted that the Metropolitan Toronto Planning Board is presently conducting a transportation study of the Township and it is understood that this study is now nearing completion.

Briefs from the Township are suggested as follows:

- (a) The type and location of transportation needed in the future.

While the proposed commuter service may provide for the public transit needs of the Township's southern corridor, where most of the population is concentrated at present, ultimately public transit facilities will be required to service the whole Township. Within the year covered by the study - up to the year 2000 - much of the areas in the Township now designated as Agricultural probably will be urbanized and in need of public transit facilities. If rights-of-way have to be reserved for this purpose, land should be set aside now before development occurs.

- (b) The degree to which transportation availability and flexibility affects economic development and land use.

It is suggested that transportation availability and flexibility affect economic development and land use to a very high degree. The two matters are inextricably intertwined. This underlines the fact that although the Study is entitled a Transportation Study, the Study recognizes that transportation cannot be studied completely unless land use and problems and economic development are given equal consideration.

In this context, the transportation study should be related to the aspects of long term land use for the Township in order to attain the highest degree of compatibility between land use and transportation as well as the most favourable cost-benefit ratio.

- (c) The policies of the different levels of government needed to resolve transportation problems.

It is suggested that with the multiplicity of transportation agencies in the Study area, an overall policy should be determined for the co-ordination of transportation matters.

CONCLUSION

It is suggested that in the course of the continuing studies by the Metropolitan Toronto and Region Transportation Study, consideration be given to the future needs of the Township of Toronto relative to public transportation in relation to the overall transportation plan which is currently being finalized by the Metropolitan Toronto Planning Board.

This report was adopted by the Metropolitan Toronto Planning Board on September 21st, 1965 as follows:

1. That the staff report be adopted and forwarded to Council for approval.
2. That the Board concur with Council's suggestion that the possible deletion of the Dixie Road Station be reconsidered in view of the increased development in the area and the present and anticipated use of this facility.

Subsequent to this, Mr. Chairman, this report was submitted to the Township Council and on October 25th, 1965, the following recommendation was adopted:

"The Township Planning Report dated September, 1965, regarding the Metropolitan Toronto Transportation Study be adopted and submitted to the above Study as the Township submission."

Yesterday, at the Committee of Council, this matter was considered again and the following recommendation was made by the Committee and the Council:

At the General Committee's meeting on August 26, 1965, the following recommendation was made and adopted by Council on September 13, 1965: "That the proposed Provincial Commuter Service between Toronto and Hamilton be concurred with by the Township of Toronto, except for the proposal not to stop at Dixie Road; and further, that the Provincial Government and the CNR be urged to amend the proposal to provide for the inclusion of Dixie Road as a regular stop". This information was forwarded to the Minister of Highways in a letter dated September 23, 1965, a copy of which went to the Honourable W.I. Haskett, Minister of Transport. Peel County Council was asked to consider the proposed service and support the Township's position. In a letter dated September 29, 1965 to the Minister of Highways, the Honourable C.S. McNaughton, Mr. Rutherford, County Clerk-Treasurer, advised that the Township of Toronto's

position had been endorsed by County Council. On December 1, 1965, a letter dated November 30, 1965, from Mr. S.G. Farrar was received by Reeve Speck. Attached to this letter was a petition signed by 102 people interested in retaining the Lorne Park Station as a regular stop in the proposed commuter service. This request was considered by the General Committee at its meeting on December 8, 1965, when it was decided to submit the following recommendation:

RECOMMENDATION:

The recommendation on this item is in two parts:

1. That Reeve Speck, with other members of Council and members of the Staff, attend the hearing scheduled for 2:00 p.m. on December 9, 1965, to support:

(a) The Council's decision dated September 13, 1965;

(b) The request by the residents in the Lorne Park Area that the commuter service include Lorne Park as a station stop.

2. The need for improved commuter service in the Malton Area.

Now, if I may just comment, sir, I think there are two aspects to this thing: First, the comments made by the report on the generalities of the Study being undertaken; and secondly, the direct concerns of the council of the Township on firstly the proposal in the News Bulletin that there was a possibility of Dixie Road and the Lorne Park Station being deleted at the south end of the Township; and secondly, that when the time arises - it may not be too far away - that facilities to the northern end of the Township under the Malton Line be considered particularly with the development that is ensuing around the Malton International Airport.

This is the submission from the Township, sir.

THE CHAIRMAN: Thank you very much.

MR. MONTIGUE: I have here, if it is of interest to you, two pages of a letter from the commuters in the Lorne Park area to the Council in the Township of Toronto. I would be grateful if I could read this into the record.

THE CHAIRMAN: Certainly.

MR. MONTIGUE:

"1227 Queen Victoria Avenue, Lorne Park, Port Credit, Ontario. Phone: Home - 278-4872. Office - 363-8019. November 30, 1965.

Reeve R.W. Speck, Township of Toronto Municipal Offices, 100 Dundas Street West, Cooksville, Ontario.

Dear Sir: This letter is written on behalf of the many commuters of Lorne Park presently using the CNR trains to Toronto, as well as many other residents who have been looking forward to the new and improved service.

Many have commuted via CNR to Toronto for years, and enjoy this convenient way to travel. All Lorne Park residents sincerely appreciate the interest and efforts of our Province to improve the service and help conditions on the highways and streets involved in commuter traffic in the area being studied.

We are all very concerned about and deplore the possibility that Lorne Park will not be a station stop under the new system to be sponsored by the Province of Ontario.

After careful consideration we believe that eliminating Lorne Park as a commuter station would be a serious mistake and listed below are several of the main points behind this conclusion.

(1) The Credit River lies between Lorne Park and Port Credit, and in order to board at Port Credit a long, round-about drive would be forced on many.

(2) Alternatively, a somewhat shorter but still a considerable drive would be necessary to travel to Clarkson in order to board, and either of these trips would put many more cars on the residential streets of southern Toronto Township.

(3) Convenience is a key to commuter service. We know there are many not presently doing so who will use a good commuter train service to Toronto if it does not require a bus or car trip to get to the train.

Buses, instead of cars, are a most inconvenient and unsatisfactory way of getting to the train. They add heavy slow traffic to the streets and introduce another commuter service to reach the commuter service.

(4) We believe that Lorne Park Road is a most suitable way of access to the CNR tracks and considerable present and future parking space for cars is available in the immediate vicinity.

(5) Time is important, but we believe not of the essence in this case.

All who have been contacted in this regard agree that they prefer a forty minute train ride from Lorne Park to the one by car on the crowded highways.

As presently anticipated, a 35 minute trip from Clarkson or a 28 minute trip from Port Credit to Union Station would not mean anything like that to Lorne Park commuters since considerable time must be added in order to 'arrive to start'.

These are other facts we feel should be considered in this careful weighing of this problem, and we will be pleased to discuss them with yourself or any other responsible party, in the hope that the case for the residents of the Lorne Park area will be presented to the Committees of the Metropolitan Toronto and Region Transportation Study.

We appreciate this opportunity to put these facts before you, and would welcome any support and help that you and our Council and Planning Board may see fit to give us.

THE CHAIRMAN: May I ask: Are you aware or has there been a decision reached as to where the experimental station will be established yet?

MR. COWLEY: No.

THE CHAIRMAN: Well, I think this is very important, this should be added to the record, Mr. Montigue, and I thank you for leaving it with us. If that decision has not been reached, we will make sure the suggestions contained therein will be given every consideration because, as you say, if residents of the Lorne Park area have been using that train it would -- we might lose some fairly good customers. We don't want to lose any customers before we start.

MR. MONTIGUE: This also applies, sir, to the Dixie Road stop as well. We have an expanding area in the west part of the Township.

THE CHAIRMAN: In the traffic movement study would there have been attention paid to the number of passengers that are now using it?

I think we have already considerable information in connection with this subject, sir.

Are there any questions?

MR. DUNCAN: Would you recommend right-of-way be purchased through agricultural lands now?

MR. MONTIGUE: If this can be determined, yes.

MR. DUNCAN: Isn't that determined by the development prospective in that area?

MR. MONTIGUE: Yes.

MR. DUNCAN: If you buy the right-of-way you determine the development like that?

MR. MONTIGUE: Yes, but we are going back to the comments we have made on the inter-relationship of land use planning in Metropolitan Toronto and transportation planning and we feel that the two are worked together. It can work out where this can be acquired.

MR. DUNCAN: You think transportation should come before development?

THE CHAIRMAN: Well, it is a very important service. I came to Toronto for a specific purpose and now find myself working here but living outside, so the comments that have been made with respect to the value of transportation in and out of the core of the city are certainly very valid. There is a limit to the number of people you can stack -- that is the word that was used a while ago -- in highrise apartment buildings, et cetera, and somebody is going to live, and not by choice wish to live, many miles away from his apartment. All the other facilities that have been mentioned in the city, entertainment, et cetera, et cetera -- you can get too many attractions that bring people in and out and the advantage is to make it so interesting and advantageous that they will wish to come, but at the same time they will want to do it in comfort.

Any questions? Mr. Wade.

MR. WADE: You did refer to the commuter service in the Malton area. Do you want to add to your comments here? Do you have anything specific in mind?

MR. MONTIGUE: No, I don't think, Mr. Chairman, there was anything specific to the Study on this. I think the figuring of the Council was that there is development in and around the airport -- beyond the airport now -- and around the municipal boundaries, and there will be in the not too distant future the opportunity to acquire Metro facilities to serve it into the Metropolitan Toronto region. So, it is a matter of keeping an eye on this thing and when it becomes appropriate to take action.

MR. COWLEY: Since the brief was aimed at the commuter service, if I may, sir --

MR. MONTIGUE: Yes.

MR. COWLEY: You appreciate this is a commuter service and not a rapid transit service.

MR. MONTIGUE: Yes.

MR. COWLEY: You appreciate that perhaps the key to a commuter service may be the length of time of the trip.

MR. MONTIGUE: Yes.

MR. COWLEY: You appreciate that the distance between stations, that is the ability to start and stop, becomes a very important part of that operation.

MR. MONTIGUE: Right.

MR. COWLEY: Given the choice of Port Credit, Lorne Park and Dixie Road, which two would you drop?

MR. MONTIGUE: This was gone over pretty thoroughly yesterday and I think the question, a later one that came up, Mr. Chairman, was the possibility of an alternate station system whereby one would pick up, say, Clarkson, Port Credit, Long Branch, on the first train; and the second train would pick up Lorne Park, Dixie Road, and on from there.

THE CHAIRMAN: Following what Mr. Montigue is saying -- if I may get into a little discussion -- but following his statement; at the peak period, morning and evening, what will be the schedules, for instance for the trains coming from the west? Would they be every 20 minutes? I don't know what the distances are.

MR. DUNCAN: About a mile.

THE CHAIRMAN: A mile.

MR. COWLEY: This is not to be debated; I merely want to go on record to try to get an impression or feeling for your concern on the problem, if you wish. The Lorne Park suggestion was that it was convenient for people to walk to the station. Assuming that there would be job opportunities at any one of these stations we should have inter-station flexibility as well as the disadvantage, of course, of station dropping. It is something to consider. These are all part and parcel of our concern.

SPEAKER: (In the audience): I was just wondering, at the Dixie Road station in particular, there was such a heavy concentration of traffic and it is two miles from there to Port Credit and the only other station is Long Branch which would mean you would have to go on to No. 2 Highway or on the Queen Elizabeth Highway in order to reach that station. The County of Peel have already leased from the Toronto Golf and Country Club about two acres of land for parking and that lot is absolutely full at the moment. Now, to push this over to the other side of the river would mean they would have to go on to No. 2 Highway or the Queen Elizabeth Highway. We suggest the convenience of two minutes or five minutes may be well worthwhile.

THE CHAIRMAN: Any other questions?

Are there any further comments, Mr. Montigue?

MR. MONTIGUE: No, sir.

THE CHAIRMAN: May I thank you for your comments, Mr. Montigue and Reeve Speck. We appreciate the time and effort you have given to your presentation.

The next presentation will be from the Village of Long Branch.

SUBMISSION OF

THE VILLAGE OF LONG BRANCH

Appearances: Mr. J.L. Bennett, Member of Planning Board
Mr. Jack Bowen, Member of Planning Board
Mr. Vern Wilkinson, Member of Planning Board

MR. BENNETT: Mr. Chairman, my name is Bennett. I am a member of the Planning Board of Long Branch. I was under the impression that our Chairman and Deputy Chairman of the Board would have been here, but they are not.

THE CHAIRMAN: Would you prefer to wait until later on in the hope that they may arrive or are you sure they will not arrive?

MR. BENNETT: I don't think they will arrive.

THE CHAIRMAN: You may proceed, then, Mr. Bennett.

MR. BENNETT: This is Mr. Bowen and Mr. Wilkinson, who are also members of the Board here. Our main concern here is the Long Branch Station -- the commuter service station -- and we are very concerned. We understand that a station is planned

for Long Branch, not definitely, but we understand that this is the station now, where it is now. Long Branch is right in the centre -- the station is right in the centre -- of a high-density area.

THE CHAIRMAN: That is the present railway station?

MR. BENNETT: The present station, yes.

MR. WADE: We have a map here; I will put it up.

MR. BENNETT: I would just like to emphasize to the Board here that with it being quite highly populated in that area there is a considerable amount of vacant land around the station now, and also we feel that leaving the station there would be of great advantage as Long Branch has got in mind to develop to the west and the station would have a big bearing on that.

THE CHAIRMAN: Are you saying that the location of the present station would be suitable for development?

MR. BENNETT: We feel that that location would be better suited than changing it anywhere else other than into the Long Branch area.

THE CHAIRMAN: Providing, of course, that the space is acquired for parking lots.

MR. BENNETT: There is a large area of vacant land just in the area as well for parking.

MR. COWLEY: Is it owned by the Township?

MR. BENNETT: No, I understand it is owned privately.

MR. COWLEY: The municipality might purchase it.

MR. BENNETT: They probably would if they had the money to set up.

I don't have a brief or anything like that. Our main concern was with the commuter service and we would like to emphasize to the Board our anxiety about having the station remain where it is, because it not only serves all below the Queensway, South Long Branch, part of New Toronto and part of Lakeview which would take in a fair area -- I don't know whether our other members have any comments.

MR. BOWEN: I appreciate in general the fact that the Committee has been put into effect to study transportation. I think it is a tremendous effort in itself. We regret we didn't actually get busy on it earlier. We are a non-paying planning board so naturally we have no staff. We did look into it ourselves and we began to consider the other distinct development -- that is the problem of parking space. So, the problem of Highway 27 blending into No. 2 Highway -- as it is now with the TTC hooked into the same point -- it left us little land space. So, our thoughts drifted to the present situation. We understand that Thirtieth Street is getting an overhead pass. In other words, it is going to be developed as a second relief from 27. That seemed to be a much more suitable spot. East of it is an industrial area that never became industrialized. It is still an old residential area. Immediately west of it is a rather blank industrial area. You might know some of the industries like Wilson's Auto Body and there is a bit of empty space there too, so there were facilities there quite easily available.

Hence, we feel on behalf of Long Branch and from a planning board point of view, we thought that would be a very good place to have it. We, of course, are fully aware of the problem of commuting. I am myself. I have to leave the house at seven to arrive in the city at the corner of University and College by 8:30. That takes one hour and forty minutes. That is my actual daily chore. I leave a little reserve space in there because if it rains the traffic, as you all know, slows down; if it becomes heavier rain, the traffic stops; and if it is a heavy fall of snow, you cannot make it unless you go to the Union Station; take a subway to the station and buy yourself a commuter ticket. In that way you can be right out to Long Branch in twenty minutes. It is very much appreciated that the commuter system is being put into effect, but it must be fairly frequently run or otherwise it would lose its effect.

THE CHAIRMAN: Thank you very much. The remarks you have made generally are certainly appreciated by my colleagues. As you know, our Study group have been working now for some considerable time and have been looking into many of these matters including the particular matter which you have discussed with us this afternoon.

Are there any questions that the members of the Board would like to ask the gentlemen from Long Branch?

MR. COWLEY: I would like to ask two questions.

MR. BOWEN: Has the location of the new station been set yet?

THE CHAIRMAN: No, it hasn't.

MR. BOWEN: We have an industrial area with a mixture of residential and small industries. They are not a producing area, so we are conducting a little development in that area and with this new transportation, why, we feel that that is --

THE CHAIRMAN: An attraction?

MR. BOWEN: We have a commercial area along Long Branch there and at the present time there is a lot of small stores and we feel that if we can redevelop that, and with this transportation, I think it will be a great asset. It is too bad about the rapid transit service along Bloor and Queen and to Long Branch. I think this will supplement it, and if the trains can run often enough I think it will help a lot of people.

THE CHAIRMAN: Thank you very much, I think it will depend on the number of passengers that want to be transported.

MR. BOWEN: What type of trains will there be, steel?

THE CHAIRMAN: There will be two types of trains; a diesel motor hauling rail cars. Now, these are new designs so that everything is going to be brand-new except, I guess, road beds and rails. Stations are going to be new and there will be space for the off-peak periods. All this equipment is being manufactured at the present time, as a matter of fact, and will be designed specifically for this kind of a service. I have already seen some of the pictures of the designs and I must say I was quite impressed with the attractiveness of the service not only the stations, but the cars themselves. I think when we see it in operation we will be rather proud of it. We have examined similar types of services in other cities. I was in New York, Boston and Philadelphia and some of you gentlemen were with us on that trip and others of you have been as well. I think when you see our service in operation that it will be the finest in North America because in these other areas they seem to have begun a service of this kind by using old equipment and I think that was their number one mistake. Here we are starting off with everything brand new and I am quite confident when you see the cars and equipment and the service that is being planned -- you will be impressed by it. I know you, Mr. Bowen, as a commuter will want to continue to use it.

MR. WILKINSON: Can I add one word about what has struck me when sitting in these vehicles -- how many years I have sat in a streetcar. That staggers me. Just figure out at an hour a day going to work, in five minutes you have the answer and you are staggered and if you start putting it down to five days a week you will be amazed. I found as a background of thought the average person on the whole can stand about an

hour of travel. Somewhere around an hour is the limit, and that is the same situation as existed 100 or 150 years ago as exists today and at that time you walked about an hour. Now we can drive. If you are going to be sixty miles away, you will have to put on a high-safety commuting system to get to this other spot in roughly one hour. I believe they are doing that in Japan now. Are they not doing that at 100 miles an hour?

THE CHAIRMAN: Yes, some of ours have seen the Japanese system in operation.

MR. WILKINSON: There is one other thing I would like to bring up: A tremendous amount of men walk to this Long Branch station in the morning or their wives drive them to the station and pick them up at night. It is within walking distance.

THE CHAIRMAN: I was going to ask, Mr. Bowen, how far? He said that the trip shouldn't be more than an hour on the streetcar. How far would the person walk to get to the service?

MR. BOWEN: I would say about fifteen minutes.

THE CHAIRMAN: Three-quarters of an hour?

MR. BOWEN: A little over half an hour.

THE CHAIRMAN: Do you have any other questions, gentlemen?

MR. COWLEY: You brought up the question of high-speed travel and this was related also to the question of Lorne Park Station and stations in Toronto Township. The CNR service to Montreal in order to attain an attractive travelling time does not stop at all.

MR. BOWEN: Yes.

MR. COWLEY: This is one of the problems in transportation -- an interesting point -- as to whether we should stop at Long Branch at all. An interesting point is whether there should be parking at Long Branch at all.

MR. BOWEN: That is right. These all fit in.

MR. WILKINSON: At the present time there is no parking at the Long Branch station. People who live in that area are patient, I guess, but that was a big problem -- parking.

THE CHAIRMAN: I think, gentlemen, we have a good appreciation of the particular interest you have and we thank you very much for being here and making the presentation to us. If you do have any further comments later on, you can communicate

with us in writing. We will appreciate any other points you wish to present. I shall now hear from the Township of Chinguacousy.

SUBMISSION OF
THE TOWNSHIP OF CHINGUACOUSY

Appearances: Mr. Comyns, Township Engineer
Prof. N. Pearson, Planning Consultant

MR. COMYNS: My name is Comyns and I am the Township Engineer. Our brief is being presented by Mr. Norman Pearson our Town Planning Consultant.

THE CHAIRMAN: Mr. Pearson.

MR. PEARSON: If I may, Mr. Chairman, we have a map which might be of some assistance to the members.

THE CHAIRMAN: Would you like to put it up here?

MR. PEARSON: Thank you, sir.

Mr. Minister, I may briefly comment that the map is of the County of Peel. We have marked in blue the Township of Chinguacousy. At the bottom centre of that blue section is the Town of Brampton. The green area to the right is the area of the Bramalea Consolidated Development and it corresponds almost completely with the urban area which the Township has designated and which we are urbanizing.

The Township of Chinguacousy is part of Peel County immediately to the north of the Township of Toronto, and it has had a unique experience in controlling the urban development of Bramalea New Town and laying the foundations for its full development.

We have set out the brief which has the full support of the municipality under the following main headings:

- (a) Background
- (b) Problem
- (c) Solution

This brief deals with principles derived from the Township's experience and is presented to assist the Study with matters not otherwise placed before it.

BACKGROUND

The background to the Study is clearly the rapid development of the Mississauga Conurbation. This term is the

name given to the constellation of urban settlements around the head of Lake Ontario; it means the emergence of such a grouping by the growing together of cities; it has been predicted that the Mississauga Conurbation will have 5,000,000 people by the end of the present century, and it may well stretch from Oshawa to Kitchener and through the Niagara Peninsula.

While the proposed Metropolitan Toronto Official Plan suggested a limit to the expansion of the Greater Toronto core area, it is clear that a considerable number of related but distinct entities of urban development will arise or expand beyond that limit.

The concept on which planning in Chinguacousy has proceeded is that of a new town in a rural area, firmly controlled by the local authority, and this concept has received Provincial approval. While planners in the Toronto area are reluctant to admit the validity and reality of the growth there, Chinguacousy is recognized by professional planning literature, by public and private investment in the area, and by the Province in accepting the implications from the outset.

The trends in economic and social planning supporting the creation of new urban entities, either new towns or expanded towns, have now been recognized by private investments. It is axiomatic in planning that housing problems cannot be solved on high-cost land, and the advent of planned industrial estates, shopping centres and the related network of transport and service facilities have created all the components which are needed for an intelligent shaping of the conurbation. The plan for the conurbation is not just a plan for an enlarged Toronto, and it should not be subordinated to the needs of core-Toronto; it is a plan for the key economic regions of Ontario and the three with which we are concerned are Mid-Western Ontario and the Niagara Region, vital to the well-being of all Ontario. In dealing with the conurbation the Study should therefore assume a substantial urban development in Chinguacousy and in other suitable centres.

PROBLEM

The problem facing the Study is to plan now the transportation facilities which will be needed in the future in this area of tremendous growth. On behalf of the Township of Chinguacousy we submit this requires a recognition that this Township will be one of the major areas of growth in the next 20 years.

SOLUTION

Both Highway and Railway transportation are essential to this growing area and for areas of growth to the south and west.

Requirements:

- (i) The existing highway system will be improved by the construction of proposed Highway 407. This new highway will require an interchange at Airport Road and Dixie Road.
- (ii) The provisions of a commuter service and a commuter station in the Bramalea area. The urban area of Chinguacousy Township is no further away from the centre of Toronto than is Port Credit and on a radial line there can be a 20-minute journey to terminal points. Time-distance factors make Bramalea a significant growth point. There is now substantial industrial development and the area will shortly double its population, and this is only the beginning of a substantial new town.

THE CHAIRMAN: Do you have any idea, Mr. Pearson, if you might indicate for my benefit, the possible location of 407 on the map?

MR. PEARSON: Yes, sir, I would be glad to do that. This is only tentative, sir, and it is taken broadly from the indication in the Metropolitan Toronto Official Plan. It is this red line running roughly south, which is Steeles Avenue.

THE CHAIRMAN: Yes.

MR. PEARSON: And it runs from the Meadowville area through this to 401 and runs through to Dixie Road area and then curves as it enters the Metropolitan area. This is Vaughan Township here; here is Brampton; this is an urban area; this is the railway, and here is Malton.

THE CHAIRMAN: Yes, that is the line that the Toronto people were talking about.

MR. PEARSON: Yes.

THE CHAIRMAN: Is that yellow line a continuation of the railway?

MR. PEARSON: That is the continuation of the railway, sir, and this is the Ferndale and Streetsville branch of the line. This is the International Airport at this point. This is Dixie Road and here is the Streetsville area.

THE CHAIRMAN: How much use is made of that railway line now, Mr. Duncan, is it used quite a bit?

MR. DUNCAN: Quite a bit. There are problems in operation.

THE CHAIRMAN: You have a right-of-way already existing?

MR. DUNCAN: Oh, yes, but there are problems when you get down into West Toronto; Weston and places like that, which are difficult to solve.

MR. PEARSON: I might add, sir, we are aware of the problems of running freight on the northern lines because of the new freight yards and we are aware there may be a new track now to do this. We haven't specified a time. We have, in our present study, suggested there may be anywhere upwards from 100,000 people in that area when it is developed.

THE CHAIRMAN: Then, of course, with the new policy and development through the Water Resources Division in that general area it will have a profound effect upon the development in the years ahead.

MR. PEARSON: That is correct, sir. We are very much concerned. The removal of those serviced constraints does raise the limit substantially and we feel in the long period there are areas which might well grow up to 200,000 people so it is a potential substantial unit and the only problem is the rate at which it may develop.

MR. VANCE: Have you prepared a development plan for the township which would take into account the water resources proposal? I suppose they are not very specific at the moment. Do you have any concept of the disposition of the future growth of the township?

MR. PEARSON: In general terms I should say, Mr. Minister, that one of the big problems is the service report which is a confidential report, but we are presently working on the official plan. There are proposals in the plan which set aside for the organization and the first thing is for the municipality to develop back at a general density figure which we are implying would cope for up to 100,000 people. So, there is still plenty of time in organizing the planning of this, but we are presently involved and we feel it important to translate to the Study our findings to date and soon as the service information is released we will call you on our discussions with the province on the Toronto Official Plan. It has been recognized right from the outset that this is a substantial piece of organizing and we appreciate --

MR. VANCE: We would be very pleased to receive any such plan, Mr. Pearson.

MR. PEARSON: I might add, sir, we are now working on the town centre area for the Bramalea development and on the two neighbourhoods immediately north of the existing development. This encompasses a great deal of the future growth.

THE CHAIRMAN: Mr. Vance.

MR. VANCE: Mr. Pearson, this future development, do you expect it will be mostly residential dormitory from Toronto?

MR. PEARSON: No, we don't feel it will be a dormitory + n entirely. It is more in the relationship, I think, sir, of a satellite town. There is certainly a strong potential for industry. In fact, I think one of the excellent controls of the municipality is that there must be a controlled tax rate and a balance between industry and residential and commercial development. That has been maintained. There is certainly potential for a commercial centre as this population builds up and we envisage there will be a complete town and we also see there will be some commuting in both directions. In other words, some of the labour forces in the existing region may well enter into the Bramalea area and it may well be some of the other income groups might move into Toronto. Other people could very well either move south into the Toronto Township development or, I think more likely, into the core area. I think it is more in relation to a larger town.

MR. VANCE: You would still expect there would be a larger number of commuters going to Toronto?

MR. PEARSON: That is true but the difficulty is predicting in which direction and what volume.

THE CHAIRMAN: The municipality itself through its land use and through the other facilities are attempting to maintain a proper balance between residential assessment and industrial and commercial.

MR. PEARSON: Very much so. I think, Mr. Minister, one of the key factors here is over one of the controls worked out with the province. I think the municipality has very firm control and I think economic factors will show that with the controlled tax rate. The official plan has these controls built into it. They are recognized by very strong subdivision agreements and these are honoured or else there is no development.

MR. WADE: This may be a touchy question: To what degree do you relate your plan? I gather that urbanization in the Township in the foreseeable future will be in the Bramalea centre. How do you relate that in your planning to the Town of Brampton? Are you envisaging two parallel self-contained communities growing up?

MR. PEARSON: I think certainly we do look at the total area of the planner and in advising the Planning Board they don't look at it simply within the boundaries of the municipality, as you will appreciate. Much greater potential growth is in the Bramalea area and what has happened in the Brampton locality leads us to believe there should have been more careful planning controls in the municipal operation. I look upon it as the potential in the future; the smaller part of a total urban concept; but I think the big difference is that Bramalea will be a large town and Brampton will be a smaller urban entity. I think they are still distinct entities in the same way as the string of communities on the Lakeshore are still entities -- part of the congregation -- and I also feel this pattern will be repeated among many communities. I think it will be represented in areas north -- small towns -- it will expand as it develops. Also, development in the United States is growing more rapidly in expanding the rural lines, which may be usable. That is the sort of pattern we envisage.

MR. COWLEY: In your development of the new town centre are you orienting that to transportation?

MR. PEARSON: Very much so.

MR. COWLEY: It will be all on one corner then, will it?

MR. PEARSON: It may be, sir, I think one of the problems we have is in knowing whether there will be facilities. We are trying to get a correct location for primarily highway facilities, because this is the main element in that area.

MR. WADE: Just to amplify one of your remarks, Mr. Pearson, about your opinions about the development of new towns: Am I correct in saying you feel private investment is more interested in building a new town in an undeveloped environment rather than expanding on an existing small community?

MR. PEARSON: I think in most cases this would be true. The problem of cost is getting control of the area and in our situation I think at the present time it is almost inevitable private development will have to go out and develop what was farm land. This was done in the Don Mills situation. I think this is the first instance of a complete town plan. I think the others were more in the suburbs. There are some answers for this. In a new town in Alberta the province will act to ensure that the line is set aside, and lay the framework for a new town. I think some such vehicle -- whatever may be appropriate -- might be the only way it may be done in Ontario to an expanding town and the feeling in the municipality and my own professional feeling is that this has worked fairly well in our opinion.

THE CHAIRMAN: May I thank you, Mr. Pearson, for your very fine presentation. We appreciate your presence here, sir, and our thanks go also to the municipality.

We have now come to the end of the presentation of briefs on which I have been advised. The hearings are now terminated, and I thank you ladies and gentlemen for being with us this afternoon.

--- Adjournment.

Ontario Motor League Brief to follow.

As a result of the communication referred to in the Chairman's opening remarks of December 9th, 1965, the following is the brief submitted by the Ontario Motor League to the Study.

The Study has advised the Ontario Motor League that they do not wish to question the contents of the brief.

WRITTEN SUBMISSION

TO THE

METROPOLITAN TORONTO AND REGION

TRANSPORTATION STUDY

FROM THE

ONTARIO MOTOR LEAGUE

AIMS AND OBJECTIVES OF THE ONTARIO MOTOR LEAGUE:

- (a) TO maintain the rights and privileges of those who use motor vehicles;
- (b) TO promote rational legislation governing the use of such vehicles;
- (c) TO assist and encourage the construction and maintenance of good roads;

- (d) TO advocate a reasonable regard on the part of motorists for the rights of others using the highway;
- (e) TO undertake and promote publications in the interests of the League, and
- (f) TO promote the objects of the Canadian Automobile Federation, with which the League is now affiliated, and to do all things incidental to or conducive to the attainment of the above objects.

ONTARIO MOTOR LEAGUE

(List of Affiliations and Organizations with which it is allied)

AFFILIATED WITH

Canadian Automobile Association
American Automobile Association

Through the Canadian Automobile Association, the Ontario Motor League is also associated or allied with:

C.A.A. Member Clubs

British Columbia Automobiles Association
Alberta Motor Association
Saskatchewan Motor Club
Manitoba Motor League
Ontario Motor League
Royal Automobile Club of Canada
Quebec Automobile Club
Maritime Automobile Association

International Organizations

World Touring Alliance and Automobile
Organization
Alliance Internationale de Tourisme
Federation Internationale de l'Automobile
Commonwealth Motoring Conference
Federation of Interamerican Automobile
Clubs

Associations of which C.A.A. is a Member

Canadian Good Roads Association
 Canadian Tourist Association
 Canadian Highway Safety Council
 Traffic Injury Research Foundation
 (Canada)

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ONTARIO MOTOR LEAGUE

OML-Eastern Ontario Club, Kingston	President, Mr. W.G. Cunningham, Q.C. Manager, Mr. A. Fuller
OML-Elgin-Norfolk Club, St. Thomas	President, Mr. W. Locke Manager, Mr. H. Kemp
OML-Essex County Auto- mobile club, Windsor	President, Mr. R.E. Markham General Manager, Mr. T.E.C. Ainslie
Hamilton Automobile Club, Hamilton	President, Mr. N.B. Weir Managing Director, Mr. A.U. Oakie
OML-London Motor Club, London	President, Mr. A.R. Morrison Manager, Mr. G. Cormier
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OML-Nickel Belt Club, Sudbury	President, Mr. D. Mossop, Q.C. Manager, Mr. E. Leigh
OML-Ottawa Club, Ottawa	President, Mr. S. Koffman Manager, Mrs. M. Michaud
OML-Peterborough Club, Peterborough	President, Mr. H.W. Powell Manager, Mr. G. Nicholls
OML-Toronto Club, Toronto	President, Mr. R. Burton Managing Director, Mr. L. Brundage
OML-Waterloo County Auto- mobile Club, Kitchener	President, Mr. O.N. Baker Managing Director, Mr. W. Franklin

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ONTARIO MOTOR LEAGUE

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Lieutenant-Governor of the Province of
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Mr. D. Mossop, Q.C.	Member	Sudbury

* Members of Ontario Motor League Executive Committee

Mr. A.B. Hadfield	Provincial Secretary	Toronto
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POLICY & RESOLUTIONS COMMITTEE

OF THE

ONTARIO MOTOR LEAGUE

Mr. R.C. Mott	Immediate Past President and Member of OML Board of Governors
Mr. Grant G. Brown	Immediate Past President, OML Toronto Club. Vice-President, C.A.A., and Member of OML Board of Governors

Mr. John E. Milne, Q.C.

Director and Past President,
Hamilton Automobile Club.

The Ontario Motor League is grateful for the opportunity to present the views of its eleven associated clubs in Ontario and its 300,000 motorist members to the Metropolitan Toronto and Region Study on what form policy of the Government of the Province of Ontario should take to develop a co-ordinated and efficient transportation system for the region.

Guidelines for the views of the League are provided by the policies of the Canadian Automobile Association, which have been adopted in their entirety by the Ontario Motor League. The League co-operated in the development and enunciation of these policies.

The League commends the Government of Ontario for the creation of this Study Group and in eliciting the views of the numerous interests involved in transportation and transportation planning in Ontario.

It commends also the Chairman of the Executive Committee of the Study Group, the Honourable Charles S. McNaughton, Minister of Highways in Toronto for taking the leadership in convening a meeting of the provincial ministers of Highways in Toronto to examine what measures could be taken to prepare for a system of national highways in Canada.

This submission will deal only with matters which relate directly to the motorist's interest and for which the organized motoring movement has a specific policy. The important items that are essential to the study - demography, O & D studies, economy, the political will, etc., will be left with confidence in the capable hands of Mr. R.D. Cowley, Mr. P.E. Wade and the Technical Advisory and Co-ordinating Committee.

THE POLICY

There is a very real need now to examine the transportation needs of the big and highly developed heartland of the Province. A positive and dynamic transportation policy is essential if the economic potential of the region is to be fully exploited and the desirable qualities of urban living are to be retained in this vast economic and social complex.

It could be held that engineers have been almost entirely responsible for the creation of transportation systems and that only recently has the broad concept of the liveability of the community become recognized. The League invites the attention of the Study Group to this aspect of Policy and suggests that the social significance of its recommendations be fully considered. What measures might be economically justified in transportation might not, in fact, reflect the political will of the residents of the region.

The Ontario Motor League is of the opinion that there should always be a reasonable choice of transportation medium in the region; that no form of transportation should be penalized at the expense of another.

The Metropolitan Toronto Region is one of the most highly economically developed regions of the world. One of the reasons for this development has been the flexibility, economy and socially desirable means of transportation provided by motor transportation. Other examples of transportation planning, such as in Tokyo, do not necessarily provide sound basis of planning for the Toronto region.

In the financial studies of the Study Group, numerous matters of jurisdiction will inevitably arise and the League does not envy the Study Group when it arrives at the point where it must consider responsibility and privilege among jurisdictions, provincial, municipal and federal, and among users, personal, commercial and general taxpayers.

This submission will subsequently register its views on these subjects on behalf of the motorists of the Province.

Numerous concepts of transportation finance are prevalent but it is doubtful if any as yet measure the impact or interaction of the various forms of transportation.

URBAN PUBLIC TRANSPORTATION

The formal view of the Ontario Motor League is expressed in its official Policy as follows:

The OML is opposed to any urban traffic programs which would compel the public to use any means of transportation, through unreasonable restrictions or the imposition of tolls upon another form. The objective should be to provide transportation facilities in the form or forms most suitable to meet the requirements of the various types and characteristics of movement determined by sound transportation planning techniques, to the extent required by public demand and within the limits of economic feasibility.

Similarly, the League has the following policy on highways and motorist taxation:

A modern system of highways properly designed to serve existing and future traffic needs is vital to the social welfare and

economic development of all the Province of Ontario. The Ontario Motor League and its affiliated Clubs hold the view that the provision of an efficient system of roads and streets in all regions of Canada is an indispensable function of federal, provincial and municipal governments and a system of national highways is essential.

TOLL FACILITIES

The view of the Ontario Motor League on toll facilities is contained in the following policy:

The OML is opposed to all toll facilities on Canadian roads, streets and bridges. All highway facilities should be free and open to motor vehicles within the conditions established by government for weights and sizes.

PLANNING

The League considers that its policy on planning has special application to the Metropolitan Toronto and Region Transportation Study:

The continuing and anticipated growth of urbanization involving metropolitan areas imposes complex problems upon agencies responsible for transportation planning, the provision of street and highway facilities, and the management of traffic thereon. Urban research is essential to evaluate changing patterns of urban land use and the resulting movement requirements of persons and goods.

Suitable instruments and administrative organisms of government must be established to provide comprehensive, master transportation plans, based on sound planning principles. Urban transportation should be based upon continuing factual analyses of current transportation requirements and projections of future transportation needs, using the best available techniques. Measures must be adopted to provide effective liaison and co-ordination among municipal and provincial government agencies.

As one means to these ends, the League urges provision in highway legislation for specific assignment in each provincial highway department of responsibility for proper participation in metropolitan highway planning and improvement and for effective liaison and co-ordination between provincial and municipal agencies.

URBAN HIGHWAY TRANSPORTATION

The following policy refers specifically to the role of highways in urban transportation:

The OML stresses that to meet current and future requirement adequately, urban highway transportation development should include:

- i) Local systems of controlled access highways.
- ii) Improvement of main arteries and main thoroughfares.
- iii) Maximum utilization and facilitation of movement on local streets and highways, through the application of modern principles of traffic engineering.

REQUIREMENTS OF HIGHWAYS AND FREEWAYS IN AN INTEGRATED TRANSPORTATION SYSTEM

It is upon this topic in "The Project" outlined by the Study Group that the Ontario Motor League wishes to make special emphasis.

Motor transportation more than any other form is responsible for the economy and folkways of the region under study. With other forms of transportation and before the advent of personal transportation in its present form, the city had a strong central core and with it people stacked up together in tenements, factories and residential areas concentrated in unplanned togetherness. The shape of the city mirrored the industrial and commercial goals of a community whose mobility was circumscribed by available means of transportation.

The motor vehicle releases the community from the stagnation imposed upon it by the inflexibility of rail and the explosion of the city occurred.

With this rapid evolution in the road and wheel came the problem of congestion and in the larger metropolitan complexes, the problem of developing a transportation philosophy and policy.

The Ontario Motor League is of the opinion, as previously stated in its policy, that the fullest development of controlled access highways, main thoroughfares and local roads should be a main plank in any transportation program.

The Study Group will undoubtedly consider the programs that other metropolitan regions on this continent and abroad have put into effect, to make their roads and street networks consonant with the rapidly changing transportation requirements of this region.

The kind of urban community that has developed today probably calls for bold and imaginative concepts for in reshaping it to retain the many desirable physical, economic and social qualities of motor transportation, not in the restitution of more inflexible media of movement.

The Metropolitan Toronto Region is not one city but numerous, quite largely autonomous communities and any regional planning involves determination of the movement of persons and goods from and to the central core of the city.

Re-thinking of basic concepts in metropolitan roads and streets networks will undoubtedly be one subject for study by the Study Group, perhaps a development whereby the existing system of freeways would be extended from outer belt highways which exists for cross-travel, inner belt highways to by-pass the central business district.

In the United States, this rehabilitation of aging urban highway facilities has had most encouraging results.

In favour of this modern freeways system is the fact that it provides a more flexible means of transportation which, in turn, is much more adaptable to changes in population and in industrial development. It would also be considered that motorized mass transit would utilize this road and street network. Fixed rail mass transit facilities probably can only be justified in areas which have a relatively mature pattern of persons and goods movement. And even then, a policy of subsidy must be contemplated if tariffs, frequencies and convenience are to make mass transit competitive with personal transportation.

It has been a general experience that freeways, while expensive, have resulted in new capital investment, higher land values and more intensive economic development in the region.

People display a great propensity to use personal transportation and no government would care to deny the motorist the use of the automobile; the decision as to whether or not he can afford it is that of the motorist. So far, in Ontario, there is no evidence that he is not paying for the excellent highway facilities he now enjoys.

It might be stated at this point that the Ontario Motor League is well aware of and appreciates the fact that the Ontario Department of Highways is among the most efficient road jurisdictions in the world and the Ontario motorist is very well served, indeed, by the province and by many municipal road departments.

The farsighted, imaginative policies of highway development in Ontario in the past has been accompanied by movement in society and the economy, by the release of new energy and new capital and a continuation of these policies will undoubtedly have identical results in the future.

The League's policy on the motor vehicle users' taxes follows logically at this point:

EQUITABLE DISTRIBUTION OF THE BURDEN OF HIGHWAY COSTS

Government taxation policies should be predicated upon the fact that substantial benefits from highways and arterial roads and streets are derived by the general taxpayer. Therefore, the OML is of the opinion that a substantial portion of the costs of building and maintaining highways and arterial roads and streets should be borne by the general public.

The Ontario Motor League further believes that there is a need for equitable distribution of the burden of highway costs for all levels of government.

Miss Irma E. Pattison, Economist of the Ontario Department of Highways, states in the Ontario Economic Review of December, 1963:

"The extent to which road user revenues should pay highway construction and maintenance costs, whether or not such revenues are directly transferred to the highway authority, and the proportion of costs that may be attributable to taxpayers in general is a thorny problem.

If roads must be built, or highway capacity enlarged to provide in part for such public services as police, fire protection and postal services, the case is very strong for contributions from its public treasury."

That contributions are not forthcoming from the public treasury is evident from the following record of road and street expenditure and revenue from motor user taxes in 1963 in Ontario:

Source: D.B.S.

<u>Revenue collected by Ontario in Motor User Taxes</u>	(in \$ Millions)	<u>Net Expenditures by Governments in Ontario</u>
276.9		Federal 12.7
		Provincial 228.2
		Municipal 41.4
		Other <u>3.8</u>
		286.1

The provincial government alone collected the following apparent amounts from motor user taxes in the 12 years from 1952 to 1963, inclusive:

Source: D.B.S.

Province of Ontario

<u>Revenues from Motor Vehicle Taxes</u>	(in \$ Millions)	<u>Revenues as a Per- cent of expenditures</u>
	<u>Net Expenditures</u>	
1963	276.9	228.2
1962	252.3	188.8
1961	244.3	183.2
1960	233.4	176.1
1959	225.5	206.4
1958	209.3	185.3
1957	196.9	177.3
1956	163.0	169.3
1955	145.9	141.0
1954	122.1	97.4
1953	113.1	102.5
1952	<u>103.1</u>	<u>110.0</u>
Total	<u>2,286.2</u>	<u>1,965.5</u>
		<u>121.3</u>
		<u>133.6</u>
		<u>133.4</u>
		<u>132.5</u>
		<u>109.2</u>
		<u>113.0</u>
		<u>111.1</u>
		<u>95.7</u>
		<u>103.4</u>
		<u>125.2</u>
		<u>110.3</u>
		<u>93.7</u>
		<u>116.3</u>

In "Taxes and Traffic" published by the Canadian Tax Foundation, it is stated:

A simple arithmetic average of the users, responsibility derived from all pre-war and post-war American studies approximates two-thirds while at least one recent study has exceeded four-fifths. It is therefore, suggested as a broad guide, subject to revision in the light of future studies, that the motor vehicle users' share should range from about three-quarters in provinces like Ontario, where the function of transportation has developed extensively, to about 50 per cent in provinces like Newfoundland where the development of road transportation has not been so pronounced.

In considering responsibility for systems of transportation in a metropolitan area, it should be borne in mind that the provinces have taken the first step toward a system of national systems highways for Canada and that the federal government might be expected to take into consideration the national qualities of metropolitan region problems and make provision for this involvement on either a program of conditional or unconditional financial assistance to the provinces.

Also of relevance to the Study, the League has a policy on vehicle parking facilities:

In the opinion of the OML, providing parking space for motor vehicles is one of the most perplexing and pressing problems facing traffic authorities. It is necessary to adopt comprehensive and continuous programs to ensure efficient use of land for this purpose. Parking meters should be used only when the demand for limited parking space at the curb greatly exceeds the supply. Revenue from meters exceeding the cost of installation and maintenance should be earmarked for special traffic services and projects related to traffic.

In view of the excessive contribution of the motorist to the public treasury of Ontario it could be considered that what might now be considered as a subsidy of motor parking is, in fact, a facility paid for in full from motor user taxes.

Finally, the great virtues of motor transportation have been admirably synopsisized by Miss Pattison in the article previously referred to in the Ontario Economic Review:

"Highways permit the satisfactory movement of people at will, either individually or in considerable numbers over the widest travel areas on land. They stimulate contacts between major populated and industrial areas, bring farmers and others closer to markets. They also encourage more efficient and satisfactory location of industry and facilitate overland mobility. They permit unexcelled flexibility for short haul or long haul (overload) movement for urban and rural delivery and for types of product carried, except for low cost and/or high bulk commodities, over as wide an area as existing road systems permit. They have revolutionized transport by providing for the introduction of new dimensions in the movement of goods by greatly intensifying competition, have contributed to the desirable economic goal of reducing distribution and costs. Time-honoured concepts have been revised, of necessity, and combined methods introduced such as containerization, piggy-back and fishy-back that may provide the best in transportation at the lowest cost."

CONCLUSION

Again, the Ontario Motor League wishes to thank the Study Group for this opportunity of presenting the views of its members on transportation in the region of Metropolitan Toronto. It has avoided supplying any technical data which will be provided by the capable secretariat of the Group, the professional persons involved and consultants the Group may employ. The motorist, as a non-specialized public, has only in mind the well-being of all persons residing and travelling in the region in making the foregoing comments.



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